

# NATIONAL MUNICIPAL REVIEW

November 1957

Volume XLVI, No. 10

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- Branch Civic Centers
- The Better Way — *Editorial*
- A Menace to Health

Finalists Picked

22 All-America

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# National Municipal Review

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## Cleveland Conference Set

More than 1,000 civic and business leaders, mayors, city managers and other public officials, political scientists and citizens interested in gaining better local and state government will attend the 63rd annual National Conference on Government November 17-20 at the Hotel Carter, Cleveland.

Authorities on civic and governmental problems from all parts of the United States and several foreign countries will participate in more than a score of panel and other sessions.

Speakers at the annual dinner will be Governor LeRoy Collins of Florida, who will discuss the need to strengthen state government, and N.M.L. President Cecil Morgan.

The opening luncheon will be addressed by Governor C. William O'Neill of Ohio and Cleveland's Mayor Anthony J. Celebrezze. Presider will be Seth Taft, president of the Citizens League of Greater Cleveland, co-sponsor of the luncheon.

Mayor Raymond R. Tucker of St. Louis, speaker at the second luncheon, co-sponsored by the Leagues of Women Voters of Cuyahoga County, will be introduced by former Mayor John B. Gage of Kansas City. Mrs. Griffith L. Resor,

Jr., president of the Ohio League of Women Voters, will preside.

Former Governor Howard Pyle of Arizona, now deputy assistant to the President for intergovernmental relations, will speak at the final luncheon. Presider will be Curtis Lee Smith, president of the Cleveland Chamber of Commerce, co-sponsor of the luncheon.

The more than 150 other speakers, panelists and participants in the program will include:

Norman G. M. Prichard, former chairman of the London County Council; Frank C. Moore, president, Government Affairs Foundation; City Manager L. P. Cunningham of Kansas City; John S. Linen, vice president, Chase Manhattan Bank and first vice president of the League; James C. Worthy, vice president, Sears, Roebuck and Company; and Charles P. Taft, mayor of Cincinnati.

Panel and other sessions, all open to the public, will discuss such subjects as the impact of the federal highway program on community growth, the metropolitan complex, the role of business in politics and public affairs, press censorship at the city hall, financial aid to

*(Continued on page 552)*

Norman G. M. Prichard



L. P. Cunningham



John S. Linen



James C. Worthy



Charles P. Taft



## 22 All-America Finalists Picked

Twenty-two finalists in the 1957 All-America Cities contest, spread from Maine to California and from Alaska to Florida, have been chosen from one hundred entries. Spokesmen representing these cities have been invited to the National Conference on Government in Cleveland to present their cases before a jury on November 18 and 19.

The finalist cities were selected by the Screening Committee for intelligent and concerted citizen action leading to some major civic accomplishments or the solution of a tough problem of community-wide significance.

The jury, headed by George H. Gallup, director of the American Institute of Public Opinion and past president of the National Municipal League, will select eleven winners from among the 22 finalists. These will be announced early in 1958 in the REVIEW and in *Look*, after investigation of the claims of the winners.

Members of the jury with Dr. Gallup are: John S. Coleman, president, Burroughs Corporation, and chairman of the board, Chamber of Commerce of the United States; John C. Cornelius, president, American Heritage Foundation; Mrs. John G. Lee, president, League of Women Voters of the United

### The 1957 Finalists

Albuquerque, New Mexico  
Bryan, Ohio  
Charlotte, North Carolina  
Clarksburg, West Virginia  
Corning, New York  
Eureka, Illinois  
Galesburg, Illinois  
Gardiner, Maine  
Ketchikan, Alaska  
Metropolitan Miami, Florida  
Middletown, Ohio  
Neosho, Missouri  
Newton, New Jersey  
Oak Park, Illinois  
Oak Park, Michigan  
Omaha, Nebraska  
Philadelphia, Pennsylvania  
Presque Isle, Maine  
San Jose, California  
Vancouver, Washington  
White Bear Lake, Minnesota  
Yankton, South Dakota

States; Vernon C. Myers, publisher, *Look Magazine*; James Marshall Osborn, Yale University; H. Bruce Palmer, president, The Mutual Benefit Life Insurance Company, and former presi-

(Continued on page 551)

Screening Committee members at work in League's Osborn Room picking finalists in All-America Cities contest are, left to right: Major General Otto L. Nelson, Jr., vice president, New York Life Insurance Company; Mrs. Earl J. Johnson, president, League of Women Voters of the City of New York; Richard S. Childs, chairman; Mrs. Jane Douglas, coordinator of civic programs, LOOK Magazine, and Frank A. Vanderlip, Jr., director, New York Board of Trade.



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## ***Editorial Comment***

### **The Better Way**

**I**T IS typically "American" to make and run things better and better—with the possible single exception of the state legislature.

The state legislature is something at which to scoff. There is no less respected institution, more's the pity.

In industry, science, business and other fields of human endeavor the traditional way of doing things is not sacrosanct. The mere fact that a method is old usually makes it suspect.

It is time, and long past time, for some of the leadership that has won progress in other fields to take a hard look at state legislatures and do something about them. Our lawmaking bodies should be of a kind that will deserve respect and will attract public-spirited men and women to their service.

The evidence is overwhelming that a one-house legislature is better than the traditional two-house body.<sup>1</sup> The weaknesses and worse of the bicameral system are common knowledge and have been so for as long as anyone can remember. It was away back in 1915, for example, that a joint legislative committee in Nebraska commented in its report:

"1. Representative government by the people should be direct and responsible. One body can more directly represent the public will of a democratic people than two or more.

"2. Cities all over the civilized world having a larger population and

more diverse interests than Nebraska are governed by one body and the tendency is to make that body smaller with more direct responsibility upon each member than hitherto.

"3. The arguments for a two-house legislature may be summarized under three heads:

"a. The need of proper representation for different orders or classes of citizens in respect to wealth, education or social position. The answer to this is that the spirit of American institutions is to abolish class distinctions in government and to diffuse education and wealth letting social position take care of itself.

"b. Another argument is that two houses are required in order that they may be a check upon each other and prevent the enactment of unwise legislation. In practice it has been found that the so-called 'check' between the two houses results in trades and absence of the real responsibility which should be felt by representatives of the people. Nothing is more common than for one house to pass a bill and the members who voted for it to urge the other house to defeat it, or for a little group of members in one house to hold up legislation from the other house until they extort from it what they demand.

"c. The third point urged for two houses is in order to prevent hasty legislation by requiring more time and machinery for the enactment of a law, thus securing deliberation and reflection. Deliberation and reflection do not now mark the work of a two-house legislature, which passes most of its acts in the last ten days of the session. A smaller body with a more

<sup>1</sup> See page 502, this issue.

direct responsibility upon each member arising therefrom will tend to greater deliberation and reflection than the present system."

These serious indictments are at least as valid today as they were 40 years ago. Nebraska's experience, as well as the experience of the many cities that abandoned bicameralism long ago, have brought in the verdict.

Contrast the indifference and lethargy of other states with the attitude of industry. The assembly line was little more than an experiment before everyone saw its soundness—and acted. And no one has to go around preaching the virtues of automation or of the self-service supermarket.

Don't we care what happens to our legislatures?

## A Time for Action

**M**OUNTING evidence that pigeons and some other birds are not only untidy pests but actually serious menaces to human health<sup>1</sup> should make it possible at long last to do something about them without being scolded, nagged and threatened by professional bleeding hearts.

When the National Municipal League acquired its own building in 1955 it had been unoccupied for some months and had become a favorite roosting and nesting place for pigeons. Nothing seemed capable of discouraging them from forever producing new generations equally devoted to the place.

Only when a repellent was spread

on their favorite ledges did the pigeons go away; but they went only as far as buildings adjoining and across the street, to the occupants of which was transferred the task of constantly cleaning up after the pests.

So it seems permissible to scare pigeons away from your own building to someone else's. But that is no real solution.

The record of civilized man as a harsh actor when it comes to eliminating dangers to himself is a clear one. It is long since time to face up to the problem of pigeons in our cities.

Arise, long suffering humanity! You have nothing to lose but the filth on your shoes and much to gain in healthful, attractive surroundings.

<sup>1</sup> See "A Menace to Health," page 517, this issue.

# Highest Score Sheet

Unicameral system lacks old abuses of railroading, last minute peak load, buck passing, trickery, patronage.

By RICHARD C. SPENCER\*

ONE occasionally hears whispers that the Nebraska unicameral legislature is not all that it should be and that many Nebraskans are dissatisfied with it. Of course, no political structure is all that it should be, but the whispers seem to have originated outside Nebraska for the benefit of non-Nebraskans. It might be well to take a look at the score sheet of the Nebraska legislature compared with that of other states, especially now that the legislature has completed its eleventh regular session, 1937-1957.

Although the picture is not far different from that reported in this REVIEW in February 1950,<sup>1</sup> the fact is that the "unicameral"—"unicam," as Nebraskans familiarly designate it—has come to be something of a show piece for visitors from other states and from foreign, particularly Latin American, countries. Several features distinguish it from other American state legislatures, features that no one who has carefully observed or studied it can possibly deny.

\* Dr. Spencer, professor of political science at Coe College, formerly visiting professor at the University of Nebraska, is a student of lawmaking institutions at home and abroad. He was a member of the American Political Science Association's Committee on American Legislatures, whose report, *American State Legislatures*, was published in 1954.

<sup>1</sup> See "Nebraska Idea 15 Years Old," by Richard C. Spencer, page 83; see also "One House for 20 Years," by Jack W. Rodgers, the REVIEW, July 1957, page 338.

The legislature obviously grapples with the vital problems of the day and does so rather promptly—though it may not deal with them as some people would like. The peak of the load in number of bills passed or rejected continues to come just after the middle of the session.

No irresponsible introduction of bills takes place late in the session through blind compliance with requests for unanimous consent. In 1955, for instance, only 25 bills were introduced after the twentieth day deadline. Six were requested by the governor and nineteen were committee bills. Railroading a late-introduced bill through has been tried and failed. This alone should put most state legislatures to shame. Proportionately, a larger number of bills per member are introduced but there is no rush at the end of the session. The simple and direct procedures are devised for, and do produce, full deliberation, including repetition of steps for review when necessary. Bills are better drafted to begin with than in most states and they end up in better technical form when passed because of the regular procedures for technical review. There is little chance for and little resort to trickery or surprise actions. The procedure is too simple and direct for that.

All bills are considered in some way and the full legislature takes complete responsibility for the dis-

position of every bill, either to pass it or to postpone it indefinitely, without leaving it to the mercy of a committee or burying it on the calendar. If a standing committee holds a bill too long, a discharge rule that actually works is occasionally used to bring it to the floor.

There is no sifting committee to draw its mesh too tight nor any other procedural device of selection that can be exploited to prevent the representative body as a whole from debating a measure. A bill is taken up in its order of report out of committee, as listed on the daily "Work Sheet," or—a fairly recent development—it is lifted from its regular order by grant of unanimous consent. This latter practice seems somewhat untidy—perhaps could be used for surprise purposes—but it does not endanger the prospects of consideration of other measures on the calendar. It merely makes an exception to the regular order.

#### Suggest Steering Committee

A procedural study group has suggested the creation of a so-called "sifting" (also called "steering") committee to coordinate reference of bills to committee and their return, hearings schedules and debate calendar sequences. There is no suggestion, however, that this committee, if created, would be in position to act as executioner of unwanted measures. The whole legislature does its own sifting—sometimes awkwardly but effectively. As a result sessions have grown somewhat longer, that of 1957 being the longest, 115 days; but it disposed of 615 bills, passing 404 of them.

Bills get more complete considera-

tion by the whole legislature in Nebraska than elsewhere. Nearly all committee work was done by April first in the 1957 session. That was scarcely after the middle of the session and the full legislature began holding afternoon (but no night) sittings as well as the regular morning sittings to consider the bills that committees had already reported and which were waiting their turn on the calendar.

Minor changes in procedure, primarily with a view to shortening the session, were considered in 1955 and 1957 but of those recommended by the Legislative Council's study committee only one was adopted. It increased from eleven to twelve the number of bill-policy committees in order to spread the work of bill consideration by cutting down on the size of most other committees. One proposal, to have departmental bills introduced by committees only, was apparently inadequately presented and therefore misunderstood. It was rejected, some members thinking it would limit their right to introduce bills of their own that might affect departments, but one observer felt that if the matter were presented again it would be adopted. It could reduce the total number of bills introduced by individual members and save some sessional time by consolidating the bill demands of various departments.

The unicameral continues to operate without any end-of-session confusion, uncertainty or rush. The end is clearly predicted fully a week in advance, with only a few bills left for disposal in the last few days. Only one bill is passed on the last day—the budget bill. Thus the gov-

ernor is not overloaded and is not, as often happens in other states, the target of dissatisfied lobbyists who hope to take advantage of his discomfiture to influence him, perhaps through his executive assistants, to veto a measure they oppose. This puts the governor's legislative work out in the open. For most bills the governor may wish to veto the legislature is still in session to reconsider them.

Simply because work is done so much in the open no devious lobby influence is effective, although lobbies are there in full force and resort to some practices, like offering free meals, that raise eyebrows. The newspapers and consequently the public can follow the operations of the unicam without difficulty. There is only one relatively small body of legislators to be watched.

Members themselves may not easily abuse their offices because they can be easily watched both from within the membership and from without. In most state legislatures members have to ignore or tolerate questionable practices on the part of some of their colleagues because it is hard for them to do anything about it. Not so in Nebraska. One Nebraska legislator apparently attempted to use his position in an unseemly manner in 1955 but his fellow legislators got suspicious. In a legislature of only one house members cannot dodge responsibility for their fellows. Unethical conduct by one, if condoned, reflects on all others. An investigation of "improper practices" was ordered and a forthright report was adopted almost unanimously. The offending member was, in full session, roundly

"censured, reprimanded and condemned for improper and unethical conduct." It was a good lesson for all members and, no doubt, for the pressure interests that may have been involved.

There is no sessional legislative patronage available to individual members in the usual American pattern. Instead, the approximately 60 sessional employees are appointed by the full-time, year-in-and-year-out clerk of the legislature, himself a former senator under the earlier bicameral setup. He accepts applications transmitted by members, without the members having to favor some and disappoint others, and merely appoints those of proper qualifications.

#### Legislative Council's Duties

One outstanding feature is that the Legislative Council and its permanent research staff are trusted with serious investigations and difficult tasks—probably much more so than is possible in a bicameral legislature. It is trusted to do the interim work of investigation, research and bill recommendation that in many state legislatures is parcelled out in a hit-and-miss fashion among various specially appointed interim committees. Since all members of the small Nebraska legislature are now members of the Legislative Council and may be asked to serve on council committees for particular assignments as arranged by its executive committee, there is little reason for members being suspicious of the council's reports and recommendations. This permits all members of the legislature, potentially, to be active throughout the biennium but in a

well coordinated and responsible manner. The permanent research director of the council and his staff serve on all the projects.

There are no conference committees as in other legislatures to iron out the differences, serious or petty, in bills already passed by two houses. This source of obscure, irresponsible and sometimes corrupt legislative action is entirely lacking, of course, merely because there is only one house. Likewise, one house or its committees cannot wait to see what the other house and its committees will do with particular bills or parts of a "program" before taking some action itself. In the one house, it does no good to wait and thus congest the calendar. There is no "passing the buck." This is the principal reason that the unicameral legislature can complete all its work without a rush at the end of the session. It is just that simple.

#### Reapportionment Question

Nebraska got an equitable reapportionment for representation when the unicameral districts were laid out. Although out of line now, the disproportion between the larger cities and "out-state" is not as yet serious enough to be disturbing. No provision was made in the constitution to assure prompt and fair reapportionment. Left in the hands of the legislature itself, the job may not be done because of the strength of the over-represented "out-state" sections, unless, of course, citizens resort to a constitutional amendment by initiative petition for this purpose.

The adoption and continuance of the unicameral legislature has little

or nothing to do with political views or loyalties, liberal or conservative, Democratic or Republican. The people of Nebraska are essentially conservative. Their legislature is essentially conservative. Some unicameral legislators have been identified as "status quo" members who get their principal support outside the legislature from the railroad lobby, some of the Omaha interests and the economy-minded tax groups. Others have been labelled "progressive" and are aligned with such matters as educational and welfare improvement. Others are not definitely tagged, but the "status quo" group generally is comfortably in the saddle. In this respect they are about like Americans in general, so why should they try to upset an effective unicameralism to which they have become accustomed?

Dependence is placed on the property tax. Income and sales taxes have been avoided. Appropriations have not been high, although the 1957 session, as something of an exception and only after long debate and some reversals in decisions, found it necessary to recognize the rise in the cost of state government and appropriated amounts reaching a new high, especially for the University of Nebraska. Thus far, the legislators have not been able to get the voters to increase legislative salaries, which under present constitutional limits are admittedly very low —\$872 a year.

Nebraskans are interested in their legislature. They vote for its members in approximately the same numbers that they vote for members of Congress—in both primary and gen-

(Continued on page 510)

# That Sense of Belonging

Social and political theorists expound new reasons  
for citizen organization in this pessimistic age.

By MARGUERITE J. FISHER\*

FOR many decades the pages of the NATIONAL MUNICIPAL REVIEW have pointed out the vital importance and practical necessity in a democratic country of citizen participation in civic associations. As the readers of the REVIEW well know, these associations have not only served as spearheads in the improvement of local governmental structure and organization, but also they function as instruments through which citizens exercise continuing supervision over government in action.

It is interesting to note, however, that a *raison d'être* for citizen participation in civic organizations has been expounded in recent years on a far different front and for rather different reasons. Social and political theorists, American and European, some of them remote from the local civic scene, have nevertheless been concerned with the advantages of participation in such organizations, both to the individual and society, but from a theoretical perspective different from the practical approach of the NATIONAL MUNICIPAL REVIEW.

Their theories may be grouped in

\* Dr. Fisher is associate professor of political science at the Maxwell School of Citizenship and Public Affairs of Syracuse University. Author of various books and articles in the governmental field, she was Fulbright research professor in the Philippines in 1954-1955 and Fulbright professor of political science at the University of Delhi, India, in 1956-57.

about five different categories. In the first place, there are the writers who have emphasized the atomization and impersonality, the magnitude and complexity, of modern technological society, with the consequent isolation of the individual, the "loneliness of anomie," and the "disillusion of the déraciné."<sup>1</sup> Modern man has lost the old familiar social bearings, the reassurances and the certainties of a simpler, rural society, with the sense of belonging derived from close family and neighborhood relationships. The individual consequently feels alone and isolated, lost in a kind of social vacuum, confronted by remote and impersonal big government, big business and a big society.

Tired of his lonely role, he may seek escape through identification with an authoritarian political movement or he may long to be submerged in dependence on a "leader." To quote Erich Fromm,<sup>2</sup> "If the individual is isolated and overcome by doubt or a feeling of aloneness and powerlessness, then he is driven to destructiveness and craving for power or submission."

<sup>1</sup> See, for example, Sebastian De Grazia, *The Political Community, A Study of Anomie*, University of Chicago Press, Chicago, 1948; and David Reisman, *The Lonely Crowd*, Doubleday and Company, New York, 1954.

<sup>2</sup> *Escape From Freedom*, Rinehart and Company, New York, 1941, page 269. See also Chapter XV, "Culture and Neurosis," in Karen Horney, *The Neurotic Personality of Our Time*, W. W. Norton and Company, New York, 1937.

The writers and artists who revealed why they were drawn to Communism, in the volume entitled *The God That Failed*, provide disturbing evidence of man's desire to escape from too individualized and atomistic a role. In the words of Arthur Koestler, for the convert to Communism, "There is now an answer to every question, doubts and conflicts are a matter of the tortured past—a past already remote when one had lived in dismal ignorance in the tasteless, colorless world of those who don't know."<sup>3</sup>

#### Group Identification

But in a democratic society the private volunteer civic organization provides a potential means through which the individual may find a sense of belonging and group identification, warm and meaningful association as well as self-expression, a feeling of being effective even though in small ways, a sense of identity and activity with recognizable objectives and the satisfaction of accomplishing some of them. Such organizations in the local community may serve to a certain extent as an antidote to the feeling of "anomie." As Mark Heald has said in his book, *A Free Society*,<sup>4</sup> "Democratic liberty implies a faith in the effectiveness and the fundamental social value of voluntary, non-political associations . . . for the development of as many communal satisfactions as may be possible."

Gerard De Gré has examined two types of social structure which are

inimical to freedom.<sup>5</sup> "A hyper-individualized or atomized society," he points out, is in danger of "falling under the dominance of the first organized group that comes along." At the other extreme, in the totalitarian society, all independent groups and autonomous opinion have been systematically destroyed and the individual "faces the full power of an omnipotent Leviathan state."

The society best fitted to maintain freedom and combat the twin dangers of monolithic totalitarianism and atomistic individualism, according to De Gré, is one characterized by the presence of well integrated groups representing various aims and interests. Such groups, however, must be in agreement concerning the underlying values and institutional structure of the society. A democratic nation, says De Gré, should seek to stimulate these group forces and their accompanying voluntary organizations which tend to maintain the pluralistic conditions of freedom.

There is a second group of writers who stress the point that modern man is suffering from the insecurities of an unstable society, disrupted by wars and threats of wars, economic breakdowns and ideological challenges. Since he cannot easily achieve a stable way of life and since he cannot relieve his fears and tensions, as his rural ancestors did, in harsh but satisfying physical labor and direct and simple human contacts, he seeks outlets in authoritarian movements with undertones of violence, or he may exhibit the effects of his disturbed environment in such pat-

<sup>3</sup> *The God That Failed*, Richard Crossman, Editor, Harper and Brothers, New York, 1949, page 23.

<sup>4</sup> Philosophical Library, New York, 1953, page 244.

<sup>5</sup> "Freedom and Social Structure," *American Sociological Review*, Volume XI, 1946, pages 529-536.

terms of personal behavior as psychosomatic illness, alcoholism, etc.<sup>6</sup>

But, again, a local civic organization offers a potentially healthy outlet, a continuity of group experience, a means through which the individual can find constructive expression for his drives, with the worthy motive of community improvement. It offers within the limits of the local scene a pathway to emotional satisfaction and personality development, perhaps even more necessary for the mental health of the individual than for the improvement of the community. As Robert Nisbet has expressed it, the "intimacy and security" of the small groups and associations in society can "provide the psychological context of individuality and the reinforcement of personal integrity."<sup>7</sup>

#### A Training Ground

A third group of theorists has been particularly concerned with the need for psychological apprenticeship, for a training ground for the inculcation of positive personality patterns conducive to democratic society. The simpler rural life of a century ago offered opportunities for such training in voluntary family and neighborhood cooperation to get things done on the farm or in the village. A complex urban society often fails to furnish such a training ground.

Here again, a volunteer civic organization not only enables its members to gain practical experience in attaining democratic objectives but in addition it can inculcate the psychological attitudes, the motivations,

<sup>6</sup> See, for example, Eric Hoffer, *The True Believer*, Harper and Brothers, New York, 1951.

<sup>7</sup> *The Quest for Community*, Oxford University Press, New York, 1953, page 247.

the faith and the inspiration, the sense of moral responsibility, to work voluntarily with one's fellow-citizens for the common good. As Robert Nisbet has pointed out, "the most powerful resources of democracy lie in the cultural allegiances of citizens and . . . these allegiances are nourished psychologically in the smaller, internal areas of family, local community and association. . . . These are the areas that contain the images of the larger society, the areas within which human beings are able to define and render meaningful democratic values."<sup>8</sup>

Frederick Watkins, in *The Political Tradition of the West*,<sup>9</sup> has said: "In recent times the development of private associations has placed the aspirations of modern liberalism on a somewhat sounder basis. . . . Neighborhood, parent-teacher, farmer and other special associations are being relied upon to supplement and check the activities of governmental agencies. Since many of these organizations are concerned with matters closely related to the daily interests of their members, it is often possible for them to attract a degree of public participation impossible in the case of larger and more remote units of social life. . . . Although the activities of most private associations are not important in themselves, they serve to acquaint people with liberal procedures of negotiation and to inculcate respect for that delicate balance between majority and minority rights which is essential to free government. These, rather than the institutions of national or local govern-

<sup>8</sup> *Ibid.*, page 255.

<sup>9</sup> Harvard University Press, Cambridge, 1948, pages 355-358.

ment, are the organizations which do most to keep the habits of liberal action alive in the Western world."

In similar vein over a century ago Alexis De Tocqueville, the penetrating French analyst of democracy in America, observed: "Americans of all ages, all conditions and all dispositions constantly form associations."<sup>10</sup> As a result of these associations, he continued, "The greater is the multiplicity of small affairs, the more do men, even without knowing it, acquire facility in prosecuting great undertakings in common."

Furthermore, the Americans thus "learn to surrender their own will to that of all the rest and to make their own exertions subordinate to the common impulse—things which it is not less necessary to know in civil than in political associations." The Americans, in their associations, "meet together in large numbers, they converse, they listen to each other and they are mutually stimulated to all sorts of undertakings. They afterwards transfer to civil life the notions they have thus acquired, and make them subservient to a thousand purposes. Thus it is by the enjoyment of a dangerous freedom that the Americans learn the art of rendering the dangers of freedom less formidable."<sup>11</sup>

#### Diffusion of Power

In the fourth place, there are theorists who emphasize that one of the prerequisites of democracy is a diffusion of power, but not the familiar eighteenth century separation of governmental powers which the

constitutional fathers of 1789 relied upon as a preventative of tyrannical government. The maximum degree of freedom, says this school of thought, is facilitated when power is diffused among many social groups and private organizations. As long as such private groups and associations retain their strength and vitality, this will tend to prevent the concentration of power in the monolithic state.

As James Marshall has expressed it, one of the "hopeful signs" alleviating the centralization of governmental power in the United States is "those private voluntary organizations which enable the individual to express his individuality and his views in a growingly complex world." "Where power is more diffused," the author continues, "people will have a greater opportunity of finding for themselves outlets for their tensions, substitute situations, which will more nearly meet their needs."<sup>12</sup>

A somewhat similar point of view was developed in England and France during the years following the first World War by Harold Laski, A. D. Lindsay, Ernest Barker and others of the so-called Pluralistic school of thought. The chief contribution of the Pluralists was to direct attention to the field of private association left neglected by traditional theorists. In the words of Harold Laski, the state "is only one among many forms of human association," and individual allegiance is and should be divided among these various forms.

Finally, no less an authority than

<sup>10</sup> *Democracy in America*, Henry Reeve edition, Oxford University Press, New York and London, 1946, page 319.

<sup>11</sup> Italics by the writer.

<sup>12</sup> "The Nature of Democracy," *Political Science Quarterly*, Volume LXV, 1950, page 45.

Bertrand Russell has maintained that successful participation in the local community is one of the best cures for the mood of pessimistic weariness and futility in our bewildering modern world which is obsessed by fear of war, fear of revolution, fear of reaction. "Unless you are one of a very small number of powerful individuals, you are likely to feel that you cannot do much about these great issues," says Russell.<sup>13</sup> "But in relation to smaller problems—those of your town, or your trade union, or the local branch of your political party, for example—you can hope to have a successful influence. This will engender a hopeful spirit and a hopeful spirit is what is most needed if a way is to be found of dealing successfully with the larger problems. War and shortages and financial stringency have caused almost universal fatigue and have made hopefulness seem shallow and insincere. Success, even if at first it is on a small scale, is the best cure for this mood of pessimistic weariness."

Thus, in the perspective of these theorists, voluntary participation in civic organizations which work within the framework of democratic values for community welfare acquires far greater meaning and significance than just "cleaning up local government." Such activity is revealed to be relevant to the constructive and healthy attitudes of mature personalities and a free society. This happy integration of practical action and social theory offers new inspiration and motivation for the organized civic action so long advocated and

encouraged by the NATIONAL MUNICIPAL REVIEW.

#### HIGHEST SCORE SHEET

(Continued from page 505)

eral election. They write "letters to the editor" about it, usually exhibiting more feeling of personal contact with the legislature than comparable letters in other states, but the comments or complaints deal with the same subjects as elsewhere. Some are satisfied and some dissatisfied with legislative results.

Some, including a few of the legislators themselves, feel that the legislature may be somewhat small to handle committee work adequately or to be adequately representative—that it should be enlarged. Some think, and this includes the partisan governors, that there would be more "leadership" if the election were on a partisan basis, the implication being that a governor belonging to the dominant party in the legislature could crack the whip on behalf of an executive or partisan "program." Others seriously doubt this. At present the election of members is on a nonpartisan basis in both the primary and general election, and most members seem to be content with this. In fact, they have not infrequently elected to important legislative posts those in whom they had personal confidence, regardless of known party affiliation.

In the 1957 session, proposals to change the size and nonpartisan character of the legislature were rejected and the only constitutional amendment proposed by the legislature that would affect themselves, to be submitted to the people in 1958, is to double legislative salaries.

<sup>13</sup> *Authority and the Individual*, Simon and Shuster, New York, 1949, page 76.

# Branch Civic Centers

Los Angeles City and County, because of great population and wide area, decentralize local government activities.

By RICHARD BIGGER, EUGENE P. DVORIN and  
JUDITH NORVELL JAMISON\*

**U**NPRECEDENTED population increase in Los Angeles County and its core city has, within the past few years, made considerable impact upon local administrative planning and organization. Unique topographical features, immensity of the total area involved for both the county and the city of Los Angeles,<sup>1</sup> mobility and low density of population and creation of "suburbia" from farm lands have combined to accent a renewed effort to bring local government closer to the people.

Los Angeles County encompasses Catalina Island off the southern California coast, the Mojave Desert, the San Gabriel and Santa Monica mountain ranges and numerous other major geographical features which have served in the past to create a number of small communities relatively isolated from their neighbors and the

seat of government. The sprawling character of the region is abetted by a major population movement to urban communities outside the central city.

Under impact of this movement, agricultural areas are rapidly being absorbed into the urban complex. A parallel large-scale decentralization of business and industry has been taking place for more than a decade both within and outside the city of Los Angeles. The city is estimated to have a population of two and a third million, and Los Angeles County a population in excess of five and a half million, mostly scattered over 1,500 square miles on the coastal basins and hills.

In the average city or county a central civic center suffices to meet governmental needs. The Los Angeles metropolitan area, however, does not fit into the "average" pattern. Centering local administration in a single civic center separates services too greatly from too many of the residents and much of its "local" character thereby disappears, both as to effective administration and to intimate and personalized contact with the citizenry. These considerations prompted county and city administrators, planners, service clubs and citizen groups to agree upon a far-reaching program of administrative decentralization. Though governments in various parts of the

\* Mr. Bigger is associate professor of political science at San Diego State College; Mr. Dvorin and Miss Jamison are public administration analysts for the Bureau of Governmental Research at the University of California, Los Angeles. All are authors of various studies of local government and metropolitan problems.

The authors wish to acknowledge utilization of the unpublished notes of Arthur Kitnick who, under the auspices of the Bureau of Governmental Research, University of California, Los Angeles, conducted a pilot study of administrative decentralization in the city and county of Los Angeles in 1956.

<sup>1</sup> The area of Los Angeles County is 4,085 square miles; that of the city, 453 square miles, giving it the largest area of any incorporated city in the world.

United States have regarded administrative decentralization as the best technique for meeting governmental needs of widely dispersed metropolitan populations, it has probably been carried to a greater degree by the county and city of Los Angeles than by any other local governments in America.

The difficulty of providing all areas with uniform governmental services from offices in the downtown civic center has been apparent for many years. Outside the city of Los Angeles, many suburban communities had justified establishment of their own local governmental institutions. Some incorporated as independent cities. Others created special purpose districts and continued to use county general services as well. In the city none of these alternatives were available. In addition, it was still necessary for people within the city and in the suburbs to contact county agencies for certain kinds of service offered only by county government in California, such as welfare and public records. Persons who had to travel to the county seat to conduct their civic business were prone to regard the civil servant as lacking a realistic view of local problems and local government as becoming farther removed from the daily affairs of citizens. In addition it became increasingly recognized that there had to be some deconcentration of administrative activities in order to accomplish the tasks of government effectively and economically.

First steps were taken shortly after the turn of the century. In 1909 the Los Angeles Municipal Department of Building and Safety opened a branch office in San Pedro, an erst-

while city which had recently consolidated with Los Angeles City in the movement for development of Los Angeles Harbor. By 1925 branches of the departments of police, health, and water and power had been established in several outlying districts of the city. Two years after the city had inaugurated decentralization Los Angeles County located a branch office of the county public defender in the incorporated city of Long Beach.

#### County Decentralizes

By 1925 other county departments operating on a partially decentralized basis included district attorney, health officer, sheriff and probation officer. At the end of World War II many communities in the county contained a conglomeration of county departmental branches which were widely dispersed and, at best, only loosely coordinated. Clustered in city districts in much the same fashion were branch city offices as well as local offices of county departments.

In 1946 the Los Angeles City Planning Commission initiated studies of alternate site locations, with a view to determining the desirability of grouping together offices on suitable unified sites in order to form community administrative centers. By 1950 a Master Plan of Branch Administrative Centers had been adopted by the planning commission. This plan recommended development of twelve strategically located centers within the boundaries of the city of Los Angeles so that public buildings could be grouped on a carefully planned basis of convenience and economy.

At the same time county planners were involved in a General Fund-

Capital Projects Program affecting the 50 departments of county government. Individual departments fulfilled their responsibility by analyzing their own specific requirements. Representatives of the incorporated cities and unincorporated communities concerned were consulted and numerous conferences held. As a result, actual needs determined a pattern for future county facilities and 28 new "administrative service areas" were outlined, the general location of their sites suggested and functional physical designs envisioned.

The County Regional Planning Commission and the City Planning Commission subsequently collaborated on establishment of branch administrative center plans in order to employ common sites wherever feasible within the city limits.

During the planning of branch civic centers, many citizens became actively interested in both city and county projects. Except for a minority in one particular organization, local newspapers and citizen groups of the communities affected were enthusiastically in support of the proposals. A sense of civic pride and the realization that local citizens would be saved many inconveniences, as well as the belief that substantial economies would be effected in governmental operations, contributed to this overwhelming public acceptance of the early proposals.

An inventory of publicly owned and leased buildings revealed that, if housing of the scattered branch offices could be integrated at strategic locations, savings would be made in maintenance, heating, light and replacement expenses. Lease costs were also increasing. It was therefore con-

cluded that it would pay the public agencies to own and operate office buildings constructed to meet their specialized functional needs. In some cases, several related departments were already grouped together in the same or adjoining buildings. For example, the widely decentralized courts usually were located in close proximity to law enforcement and it was considered feasible to let such groupings serve as the nuclei for future civic centers.

#### Civic Groups Act

Locally influential groups such as the Lions, Optimists, parent-teacher associations, chambers of commerce and the Bar Association agitated for decentralized county and city government. Elected city councilmen and county supervisors were quick to realize the potential advantages of establishing branch civic centers within each of the fifteen councilmanic and five supervisorial districts. Those differences of opinion which did come into public view centered largely around the exact location of sites.

In the words of one official, the Los Angeles County Branch Civic Center Program is attempting "to bring the most important services of county government right to the very doorstep of Los Angeles families." Each of the 28 administrative service areas is served by a "branch civic center" housing county activities required by all citizens who live in unincorporated or incorporated territory, such as courts, public records, registration of voters, property assessment, welfare and some phases of public health.

In some cases, this major center suffices to serve area needs. In sev-

eral areas, however, one or more "subcenters" have been established to bring such services as welfare and child care clinics to citizens removed from the immediate vicinity of the branch civic center. The total number of physically dispersed offices already has been considerably reduced. Thus, the South Bay Administrative Service Area is served by one major center and two subcenters; these have replaced the ten previously existing separate facilities which had been maintained for the assessor, road department, justice court, water district, health officer, sheriff, parks and recreation department, probation officer, library, and building and safety inspector.

Each county administrative service area is allocated such departmental field offices as are deemed essential to meet actual local work or case loads. It is not planned that each area contain a branch of every county department. At a minimum, a typical county branch civic center will include a division of the Superior Court, or a municipal court if population density conditions are met, adjacent space for the deputy district attorney, probation officer; a library, a public health clinic; facilities for peace officers and fire protection personnel and equipment; and temporary field offices for the assessor and building and safety inspectors. Provision may be made for needs of the county engineer, public defender and county clerk.

As far as possible within the city of Los Angeles, county facilities are integrated with the city's branch centers in order to provide governmental services at one location for citizens who must do business with both coun-

ty and city officials. Incidentally, the city and county planning departments have endeavored to gain the cooperation of state and federal agencies to locate facilities in these centers but have largely met with indifference.

Boundaries of the administrative service areas were ultimately determined by the Los Angeles County Regional Planning Commission in consultation with other agencies in the metropolitan region. Some of the relevant factors taken into consideration were projected population growth, physiography, potential industrial and commercial expansion, the probable nature of future urban activities; existing governmental, school and judicial district boundaries, service area limits and legally established land use patterns.

#### Census Tracts Used

Perhaps the most important determinant of administrative service area boundaries was the system of census tracts established for the entire county in 1940. The tracting scheme was the first attempt to provide a permanent and adjustable plan of census tracts in order to obtain comparable data from decade to decade for the entire metropolitan county. It was created after several years of joint effort on the part of the Los Angeles County Regional Planning Commission and the Los Angeles Chamber of Commerce in cooperation with the U.S. Bureau of the Census. Permanent tracts are of great value in administrative planning since they provide stable areas for analyzing population data and estimating changes.

Actual construction of the county's

branches is being spread over a ten-year period. To date, the degree of decentralization which has taken place is impressive. County services already available in the civic centers and subcenters include 28 public health clinics, 93 libraries, 22 municipal courts, ten superior court divisions, ten probation department area offices, twelve field offices of the district attorney and nineteen offices of the Department of Building and Safety.

The Los Angeles City Master Plan of Branch Administrative Centers differentiates between "major" and "minor" centers. The planners did not cover the city with a system of administrative service areas based upon strict boundaries such as did the county. Rather, census tract areas were utilized to determine the greatest concentrations of people, the growth trends and inter-community movement of population. With this information plotted upon maps of the city, the location of the requisite branch centers was merely a matter of site acquisition or expansion of existing facilities in accordance with objective criteria. The City Planning Commission recommended three miles as a reasonable radius for each general area to be served by a major branch civic center and two miles as a radius for an area served by a minor center. At present there are twelve such areas, nine classed as major and three as minor.

Major centers include a relatively imposing branch "city hall" to house the public offices while minor centers are composed of separate buildings for individual agencies grouped on a single site or in convenient proximity to one another. Certain major cen-

ters will be more important than others. For example, the branch city hall at Van Nuys serves the whole San Fernando Valley and is second only to the downtown Los Angeles seat of government.

Where the nucleus of a branch administrative center already exists in the form of a municipally-owned building, space for additional facilities may be available without any further capital outlay for site acquisition. The present West Los Angeles branch office group consists of a municipal building, library, police and fire facilities, which occupy the city hall and jail of the former city of Sawtelle which consolidated many years ago with Los Angeles City. It has been expanded according to "ultimate development plan," to include buildings for a county court, the county division of public assistance and the city department of water and power. On the other hand, the decision to locate a branch civic center in the young Westchester community necessitated extensive surveys to find a suitable site.

#### Old Structures Used

Of the twelve recommended locations selected for the city, established municipal structures have been in use in all but four. Future plans look to the construction of at least one additional building on each site. Architecturally, there is no plan for uniformity in either facade or interior arrangement of space for the new buildings; an attempt will be made to keep each new structure in harmony with the types of architecture in each locality. Every effort will be made to give consideration to aesthetic values as well as to provide for professional needs.

Decentralization of local administration has caused as well as solved problems. A wide variety of administrative patterns exists in county and city operations. In some instances the term "deconcentration" is more accurate than "decentralization," for some branch offices do not have authority to make significant decisions. Mere geographical dispersal of local government offices does not necessarily imply delegation of important powers from the central office. The citizen may still have to appeal from the local office to the seat of government for satisfaction.

Decentralization in both county and city has been accomplished function by function, departmentally rather than by general hierarchy. Although many field offices may be located on one site, they have no common supervision or coordination at the site even for personnel, fiscal, supply or clerical services. Supervision and supply emanate from departmental or bureau headquarters. The only common staff service to the branch level is maintenance and protection of buildings and grounds.

A need for competent administrative and professional "generalists" is felt acutely in some departmental branches. Field personnel cannot be specialized since they must deal with all phases of the department's job. An attempt has been made to transform some specialists but the results have not been satisfactory. Recruitment of persons outside the departments capable of becoming generalists has been difficult also.

Establishment of branch offices has often meant that field staff be required to make decisions independent of central control. The acceptance of

responsibility for autonomous activity has not always been easily achieved. As a matter of fact, there was outspoken resistance from considerable numbers of the older employees of some departments to any decentralization.

#### Problems Encountered

It has not always been physically feasible to decentralize according to the planners' suggestions. Certain agencies, because of the nature of their responsibilities, are not adaptable to branch operations. Some functions of government, such as those of the county chief administrative office and the county superintendent of schools, must remain wholly centralized because they serve essentially as coordinative agents.

Some departments, such as the recreation department and road department, are regarded as suitable for decentralized operations, but local facilities must be placed near clientele or public works, often some distance from a branch civic center. Public welfare functions can only be partially decentralized and a mere fraction of the field work can be handled in the formal branch civic center because the heaviest case loads usually occur outside the immediate vicinity of such an office. In addition, specific assistance to the needy is generally kept confidential and ministered in an atmosphere of anonymity not possible in the public limelight of a conspicuous courts building and police station.

The majority of departments, however, are capable of being fitted into the branch civic center programs, even though some may have only

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# A Menace to Health

Great increase in numbers of pigeons, starlings and other birds has forced cities to face up to problem.

**EDITOR'S NOTE.**—This article is reprinted in part, with permission, from the June 1957 issue of *Ohio Cities and Villages*, publication of the Ohio Municipal League.

**D**EATH and disease, along with expected filth, have been traced with discomforting regularity to city "dirty birds" as the lowly pigeon and other flying pests become evils to be reckoned with.

Chicago lost one of its leading eye surgeons to an unusual type of pneumonia caused by a virus carried by pigeons. The mysterious death of a three-year-old Indianapolis boy was blamed on "parrot fever" spread by the city's pigeons. A malady called toxoplasmosis, caused by a tiny pigeon parasite, was described as the cause of brain damage and even blindness in newborn infants.

After the death of the Indianapolis child, Health Director Henry G. Nester estimated that there were 50,000 pigeons flying loose over the city and spreading psittacosis or "parrot fever." He ordered immediate tests which showed that 10 per cent of the birds were infected.

Dr. Nester said many stubborn cases with all the symptoms of influenza might instead be "parrot fever." He said pigeons are pests like rats and flies and should be controlled no matter how long it takes to clean them out.

Dr. Nester noted that several men employed to shovel pigeon dirt from an attic in a New York building contracted the disease and died.

"Statistics," said the Indianapolis health director, "show that one out of five persons afflicted with 'parrot fever' dies. The disease is spread among humans through close contact with the pigeons and their refuse. People track the dirt into their homes where the germs are spread on rugs and floors."

The doctor pointed out that the similarity to flu symptoms often means that "parrot fever" is not treated properly until it is too late. By the time adequate tests are made, the victim often is either recovered or dead.

Dr. T. R. Van Dellen of Chicago wrote recently that one of his colleagues came across three cases of psittacosis in one week. Thirty years ago, this disease was so rare that a single case would make the front pages in newspapers.

Many cities, including Columbus, Cleveland and Chicago, have health menace laws requiring the owner or occupant of a building to rid his area of birds and clean up any mess around the buildings. This cleanup operation in itself is dangerous since the dried dirt is the cause of certain severe sinus conditions and other infections.

In one instance, a workman cleaning bird dirt from the Illinois State Capitol building came down afterward with painful boils on his hands and arms. He was rushed to a hospital for treatment.

Dayton, Ohio, Pest Control Officer

Harold Maue said many complaints were received from rooming house districts that children were being bitten by mites. Maue made an inspection and found thousands of feather and straw mites which cause a skin irritation similar to chiggers when they come in contact with humans. Dayton Health Commissioner Dr. H. H. Williams said the mites are carried by pigeons. The tiny blood suckers are barely visible as they cling to the skin. When they drop off, said Dr. Williams, the skin begins to itch and consequent scratching often leads to bleeding and infection.

On one of Maue's inspection trips, he came across an eleven-family rooming house hideously infected with the mites. The skeletons and bodies of at least 100 pigeons were found in the attic. The pest control officer said hundreds of mite disease cases have come to his attention in the past few years.

Histoplasmosis is the latest disease traced to "dirty birds." This respiratory ailment may be so slight as to escape detection or so serious as to cause death. The source of the disease has been ascribed to dry droppings on streets and sidewalks. This material is easily stirred up by the wind and poses an increasing threat to health.

In a Wisconsin community, pigeons were traced as the source of illness of more than a score of parishioners. The men all suffered from inflammation of the lungs. Authorities learned that the roof of the church was a popular pigeon roost and that the church trustees had inadvertently stirred up bird droppings

on the ground in caring for shrubs around the church. Apparently, the airborne histoplasmosis spores struck down the church men.

Until recently, many methods were used to control pigeons, starlings, sparrows and other dirty birds but none was satisfactory. The inadequacy of bird deterrent products, the force of nature and the efforts of bird fanciers combined to make bird control programs inefficient.

Attempts to destroy thousands of starlings in one southern state met with complaints from near-by farmers who said the birds destroyed bugs and beetles. Indignant bird lovers cried out that the whole operation was a shameful massacre.

#### Method of Control

In recent years, a new attack on dirty birds has been introduced which seems to have the unqualified blessing of city authorities, farmers and bird fanciers combined. The weapon is Roost No More bird repellent, a chemical compound that drives away birds from treated areas by irritating their feet as they attempt to perch.

It has been used on private buildings, city halls, state capitol buildings, trees, utility poles, farm fields and in scores of other operations with astounding success. The material is non-toxic and does not harm the birds in the slightest, except to force them to take their roosting elsewhere. A single treatment protects an area for about one year.

In a recent letter, R. E. Rowland, president of the Union County S.P.C.A. of Rahway, New Jersey, suggested the repellent when some-

one in his area reported a severe pigeon problem. Rowland pointed out that the chemical, which is odorless to human beings, has been approved by the National Audubon Society.

Although we have been concerned primarily here with the recent rise in disease rates attributed to birds, the more familiar nuisance of cleaning up continues to plague cities.

In one Columbus, Ohio, civic building, the superintendent spends approximately \$20 per day for janitorial service to keep approaches to the structure free of bird dirt. In San Francisco an estimated \$38,000 per year is spent to repair and maintain areas in and around city buildings damaged by birds.

Rollman's Department Store in downtown Cincinnati, Ohio, is only one of the many retail establishments sued by persons whose dignity and clothing were damaged by birds.

Countless thousands of dollars worth of damage has been done by bird dirt on roofs, gutters, awnings, brick and stone, iron grillwork, automobile paint and pedestrians' clothing.

There is little doubt that every city has its own bird problem. The particular type of bird plaguing an area may vary, but the resultant disease and dirt is frequently the same.

#### BRANCH CIVIC CENTERS

(Continued from page 516)

intermittent need to send deputies into the field. The county registrar of voters exemplifies the seasonal type activity which needs branch office space only during voter qualification and election periods.

A particular problem of the county is failure of most departments to redefine their district boundaries to conform to the recommended administrative service areas. Strictly speaking, the master plan of administrative service areas adopted by the County Regional Planning Commission has not been put into effect so far as boundary adjustments are concerned. Since the City Planning Commission has not attempted to draw exact service area lines on the county model, it has escaped this problem.

Decentralization in the city and county of Los Angeles, as elsewhere, has created problems of communication and understanding between headquarters and field. It has become increasingly necessary to rely heavily upon frequent conferences and written manuals of policy and procedure for coordination. Admittedly, this may lead to inflexibility and rigidity from excessive reliance upon the book of rules. Desires for absolute uniformity of policy interpretation, however, must be balanced against desire for convenience of access to public offices.

Branch civic centers have been a product of the postwar era to meet the needs of expanding Los Angeles. Rational anticipation of adjustments in administrative institutions by officialdom has been under way for over a decade and will probably continue for at least another. So far, decentralization has served a useful purpose and appears to be a permanent feature of the evolving metropolitan administrative system, which may or may not lead to political adjustments.

# News in Review

City, State and Nation

Edited by H. M. Olmsted

## Governors Probe Metropolitan Ills

### Conference Deals With Eastern Seaboard Region

**S**PONSORED by the governors of Massachusetts, Connecticut, New York, New Jersey and Pennsylvania and the mayor of New York City, with the governor of Rhode Island participating, a conference on metropolitan area problems was held at Arden House, Harriman, New York, September 21 to 23. It was attended by 60 state, municipal and federal officials and independent experts on various aspects of metropolitan affairs.

On the final day a statement was issued as representing the consensus of the conference, although not necessarily endorsed in full by each participant. It was divided into five sections, the first of which, "The Metropolitan Area—A New Community," briefly described the rapid and almost overwhelming development of metropolitan areas. Eighty-two per cent of the population of the six states involved live in 39 such areas, specifically designated but in some cases merging at the boundaries; and it was predicted that possibly 90 per cent of the population growth in the next decade will occur in these areas, most of it in the suburbs of the core cities. The statement says:

"The metropolitan area reflects a new kind of society resulting from higher average incomes, the development of new tastes in living standards and technological means for liberating people from the old patterns. . . . The liberating tendencies, however, have increased rather than decreased the problems of government."

The second section, "Channels for Governmental Action," deals with the responsibilities of local, state and federal gov-

ernments and ways of meeting them. Because of the official sponsorship of the conference and the nature of the participation, this section is given here substantially in full.

#### Channels for Action

"Local responsibility for progress in local affairs is basic to the American system. Wherever local governments, recognizing their membership in a metropolitan community and their interdependence with their neighbors, contribute to the solution of metropolitan area problems, that is the ideal course.

"Much can be accomplished through voluntary cooperation among local units, especially when such cooperation is facilitated through regular and systematic methods.

"There is a growing sense of the desirability of such cooperation on the part of both urban and suburban communities, a sense which was apparent at this conference. A noteworthy recent example of systematic cooperation on a voluntary level is the Metropolitan Regional Conference of New York, consisting of the elected officials of the New York-New Jersey-Connecticut metropolitan area. Although it has no statutory basis, it has done effective work on a variety of specific problems.

"In addition to such informal arrangements, interlocal pacts and agreements of a formal and binding nature are often useful. . . .

"The states must assume an obligation to provide research, technical assistance and leadership to assist the local communities in dealing with regional matters. Constitutional and other legal obstacles which may stand in the way of cooperation between localities must be removed.

"If these steps prove inadequate, the state may have to exercise its responsi-

bility for the welfare of the people of the metropolitan area as a whole in other ways.

"For these purposes, a state agency with responsibility for metropolitan area and municipal problems should be available.

"In states where county governments offer a potential framework, it may be desirable for services which can be more economically or efficiently handled at that level to be transferred to the county. Allegheny County (Pittsburgh), Pennsylvania, provides a fine example.

#### Annexation

"Consolidation and integration of small governmental units should be facilitated and encouraged, although the individual character of such units should, wherever possible, be preserved. Small units are sometimes inefficient and occasionally take advantage of their neighbors. Consolidation can result in tax reductions through less duplication and greater efficiency.

"The maintenance of home rule is a precious asset. We are not in favor of involuntary annexation.

"Where a metropolitan region crosses state lines, the states involved should act to facilitate bi-state or tri-state action to achieve regionally valuable objectives.

"One device for regional activity which can be extended across state lines is the independently constituted authority. Another method is the metropolitan district, with direct representation of the constituent localities on its governing board and with direct or indirect taxing power. Such a district may well provide the answer for a metropolitan area mass transportation system which cannot be self-sustaining.

"Of great interest in this field are the metropolitan federations now functioning in the Miami-Dade County area and in the metropolitan area of Toronto. . . .

"State constitutions and state legislation should provide the maximum flexibility for communities, singly or together,

and in cooperation with the state, to take steps for the solution of metropolitan area problems by one or more of the methods described above, or some variation or combination of them. Metropolitan areas—urban and suburban together—are under-represented in the legislatures of virtually all states. Fairer systems of representation would be more likely to produce the kind of legislation needed to enable our metropolitan communities to cope with their problems.

"Federal and state governments should encourage coordinated planning as, for example, on recreational needs, land use, etc., and provide technical assistance where needed. . . .

#### Role of U.S.

"The federal government has a large role to play in the solution of the problems of metropolitan areas. It provides a variety of services and functions which have a bearing on metropolitan area problems including many types of federal aid. These should be better coordinated. Federal supervision over aid programs should be limited to the maintenance of standards and should not interfere with the exercise of local responsibility.

"The federal program should include research on metropolitan problems, and other specific functions mentioned below."

The third section deals with immediate issues, briefly outlining various urgent concrete problems of transportation, traffic, recreation, water supply, air and water pollution, housing, education, juvenile delinquency, police, civil defense, etc. The fourth section points to the new emphasis on the suburbs; "the metropolitan problem has become in large degree a suburban problem."

The statement closes with an assertion of the need for future conferences. The governors of Delaware and Maryland will be invited to the next, which will thus involve eight states that include a "metropolitan area complex reaching from Boston to Baltimore."

### **West Virginia Prepares To Revise Constitution**

The constitution of West Virginia, adopted in 1872, is being scrutinized by the Commission for Constitutional Revision established by the 1957 legislature. Governor Cecil H. Underwood, House Speaker W. E. Flannery and Senate President Ralph J. Bean each appointed fifteen members in August.

An organizational meeting of the commission was held on September 30 in Charleston at the call of the governor, who stressed the importance of revision and the need for a flexible document to meet modern conditions.

The commission is authorized to study and make recommendations as to all phases of the constitution. It will issue reports and supply information from time to time to the public and the legislature. It is to continue its work until completed, unless abolished by the legislature.

The chairman of the commission is Homer Holt, former governor. West Virginia Law School Dean Clyde Colson is the executive director.

### **Kansas Governor Appoints Constitution Commission**

A Commission on Constitutional Revision has been appointed by Governor George Docking of Kansas and has organized and held meetings. It consists of 21 members, including three ex-governors, two former justices of the State Supreme Court, a former congressman, three former House speakers, other former legislators, newspaper editors and correspondents, college professors acquainted with governmental functioning, a farmer, a housewife who is active in the League of Women Voters, and a minister who is also an attorney. It is an advisory and voluntary group.

The commission has established a steering committee, a public relations committee and six standing committees on the major subjects covered by the constitu-

tion. It is aided by a planning staff of governmental researchers and a group of consultants.

Walter E. Sandelius, commission chairman, writing in the *Kansas Government Journal* for September, says:

"Whether the result will take the form of a recommendation that a series of constitutional amendments be submitted by the legislature, or whether a constitutional convention is to be proposed, will be determined at a later time and after the commission has had an opportunity to review the constitution and the proposals for revision.

"Kansas is approaching the centennial of the Wyandotte convention which framed the present basic law, and shortly thereafter we shall be celebrating the admission of Kansas into the union. This is an appropriate time to make serious inquiry whether the foundations laid by the framers in 1859 are as sound, as efficient and as democratic for our day as they were for the time of a hundred years ago."

### **Minnesota Tries Again To Limit Special Legislation**

One of the most important acts passed at the 1957 session of the Minnesota legislature is a proposed constitutional amendment dealing with the closely related subjects of special legislation and home rule.<sup>1</sup> The present constitution (Article IV, Section 33) prohibits special legislation concerning the organization and powers of local governments—a prohibition which is circumvented with increasing frequency by the device of narrow classifications. The proposed amendment would permit such special legislation but would require that the special law name the local unit to which it applies; unless otherwise provided by general law, such law would become effective only after its approval by the voters or the governing body of the affected unit and by such majority as the legislature may direct.

<sup>1</sup> See the REVIEW, July 1957, page 361.

The proposed amendment would also remove from the constitution the procedural provisions as to adoption and amendment of home rule charters, thus leaving to the legislature the determination of such provisions as the voter majority required for the approval or amendment of charters, the publication of charter proposals prior to election thereon, and the basic features of local government to be incorporated in such charters.

#### Home Rule Clarified

The amendment also clarifies the right of a local government unit to adopt a new home rule charter as well as to revise an old one. County home rule may be granted by legislative act. City-county consolidation as well as separation may be undertaken by home rule charter. The latter is already authorized for cities of 20,000 population or over (Article XI, Section 2) but the proposed amendment would require the approval of the voters of both the city and the remainder of the county by whatever majority the legislature may prescribe.

If approved by a majority of the voters at the general election in November 1958, this amendment will bring to fruition efforts at strengthening local self-government in Minnesota which have been exerted by interested official and civic groups for a decade or more. The Minnesota Constitutional Commission, created by legislative act in 1947 to study the state constitution to determine the need for its revision, included as one of its major recommendations a new local government article which was similar in many respects to the amendment now proposed. The League of Minnesota Municipalities, beginning in 1949, urged adoption of such an amendment to the present constitution. More recently the League of Women Voters of Minnesota and the Citizens League of Minneapolis and Hennepin County gave organized support to the proposed amendment.

The section on special legislation

proved to be the most controversial and the amendment received favorable action in the State Senate only after its proponents agreed to give to the legislature the option of submitting a special law for approval to the governing body of the local unit rather than only to the voters thereof, and also to authorize the legislature to alter the procedure for the approval of special laws by *general* law.

It will be interesting to observe, if the amendment is adopted, to what extent and in consequence of what pressures efforts will be made to weaken or nullify this attempt to cope with the "evils" of special legislation. In the past many special laws have been enacted by the legislature at the instance of local groups and municipal councils. Since legislative courtesy and lack of time often has resulted in adoption of special laws when approved by the legislative delegation from the county or city affected, the latter has tended to become the governing body of the local unit, thus shifting responsibility from the county board or the city or village council concerned.

LLOYD M. SHORT

University of Minnesota

#### ***Illinois Has Commission On Urban Problems***

The legislature of Illinois has created a permanent twelve-member commission which "shall consider and study all germane factors in an effort to improve local government in cities, villages and incorporated towns." The Illinois Municipal League had urged establishment of such a commission for continuous consideration of city and village affairs.

The commission consists of three senators appointed by the Senate president pro tempore, three representatives appointed by the speaker of the House, three elected municipal officials, appointed by the governor, and three "public" members appointed by the governor. The Senate and House appointees are on a bipartisan basis. Appointments are for

two years. Members receive their expenses only.

Specific subjects that the commission is authorized to study include salaries of local officers and employees, the adequacy of existing local licensing powers, the revenue effect of local sales and utility taxes, the effects of tax and debt limits, broader legislation for annexation, zoning, planning and subdivision control powers, and the need for further codification and revision of the law as to cities and villages.

The first report of the commission to the legislature will be due March 1, 1959. The commission is empowered to employ technical and other assistants. An initial appropriation of \$25,000 was made.

#### ***Wisconsin Governor's Veto Upholds Home Rule***

A bill to require all second- and third-class cities in Wisconsin to institute a five-day week for policemen was vetoed by Governor Vernon W. Thompson as an invasion of local responsibility and a substitution of the legislature's judgment for that of the city council. He pointed out that there is no legal barrier to the establishment of the five-hour week for policemen by action of the cities themselves.

#### ***Illinois, Kansas Extend "Right to Know"***

The Illinois legislature, at its last session, adopted a law requiring that all meetings of tax-supported bodies shall be open to the public, with certain exceptions such as the deliberations of the Illinois Pardon and Parole Board. A new records management law also contains provisions giving the public the right to inspect state records.

Official records of the state of Kansas and its political subdivisions, with certain exceptions, will be open to the public in accordance with a law approved by the 1957 Kansas legislature.

#### ***Nonpartisan Election Officials in Huntington, W. Va.***

In connection with the first election of a council under the new council-manager charter in Huntington, West Virginia, the election officials themselves were selected on a nonpartisan basis—a particularly unusual situation in West Virginia. The number of precinct election officials was reduced to three, except in certain larger precincts. Voting machines were used.

#### ***Council-Manager Plan Developments***

The town of LEBANON, NEW HAMPSHIRE, (1950 population 8,495) on October 15 voted 1,521 to 805 to become a city and to adopt the council-manager plan.

The council-manager home rule charter for WINSLOW, ARIZONA, (1950 population 6,518) which was approved by the voters on July 8 (see the September REVIEW, page 411), was approved by the governor August 1, thus becoming effective.

The village of MOUNT KISCO, NEW YORK, (5,907) voted 291 to 208 at a special election on October 15 to adopt the council-manager plan.

LITTLETON, COLORADO, (3,378) approved a change from mayor-council to council-manager government by a vote of 590 to 211 at a special election on October 1. A council of seven will be chosen at the regular municipal election on November 5.

PALMER, ALASKA, adopted the council-manager plan by a vote of 129 to 93 on October 1.

The International City Managers' Association has added the following cities, not heretofore reported here, to its official council-manager plan list: CALEXICO, CALIFORNIA, (6,433); BELLEVILLE (1,722) and RICHMOND (2,025), MICHIGAN; HUDSON, OHIO, (1,538) and SOMERSET, PENNSYLVANIA, (5,936).

CONCORD, NEW HAMPSHIRE, voted by

a very narrow margin—2,982 to 2,973—on September 24 to replace its present council-manager plan, adopted in 1950, by a mayor-aldermen form.

The township of SPRINGFIELD, NEW JERSEY, is expecting to vote in November on the question of a charter study and to elect a charter commission if the study is authorized. A council-manager charter is one of the possible forms of government the township may adopt.

The SPARTA, NEW JERSEY, Taxpayers Association has established a committee to study the council-manager plan. Sparta has had a long one-party administration.

The city councils of JOHNSTOWN and POTTSVILLE, PENNSYLVANIA, have each voted to hold a popular referendum at the November election on the question of electing a charter commission. Under the new optional charter law in Pennsylvania<sup>1</sup> the council-manager plan is one of the options available to a charter commission.

In PENNSYLVANIA the legislature has provided that the manager of a borough shall serve for an indefinite term at the pleasure of the borough council and has eliminated a requirement that his appointment must be considered every two years. Similar indefinite terms have been established for secretaries and treasurers of boroughs.

In WEST MIAMI, FLORIDA, the town council has approved a council-manager charter drafted by a charter committee, subject to popular referendum on November 19. Mayor Ed Cooper is reported to be opposed to the manager plan.

DEL CITY, OKLAHOMA, narrowly rejected a council-manager charter on October 1, the vote being 586 to 521. Special local issues militated against adoption of a council-manager charter at this time.

PASCO, WASHINGTON, has defeated a council-manager proposal by a vote of 1,420 to 1,408 according to a recount of

votes. The election was on September 10. The vote was first reported as favoring the plan, 1,388 to 1,348, exclusive of absentee ballots.

In PORTLAND, OREGON, a strong Committee for Effective City Government has been circulating petitions to place the plan before the voters of the May 16, 1958, election. A member of the city commission is also attempting to achieve the same result by ordinance.

## Seattle Government Is Surveyed

Three hundred recommendations for improvement in city operations, economies or additional revenues for a total of about \$3 million a year were recommended by Booz, Allen and Hamilton, management consultants, in a recent survey of the operating departments of the city of Seattle. The city council has incorporated a number of these recommendations in the 1958 budget, totalling about \$400,000 a year in savings or additional revenue.

Acting on a suggestion by the Municipal League of Seattle and King County in 1956, newly elected Mayor Gordon S. Clinton appointed a City Administrative Survey Committee of fourteen lay members and five city officials to oversee this survey. This committee was headed by Donald Yates, head of a building management firm and former president of the Seattle Chamber of Commerce and the Municipal League. Other members represented various civic and labor groups. It followed the procedure which proved to be so successful in the Milwaukee city survey of several years previous.

A subcommittee interviewed applicants to make the survey and selected the well known firm of Booz, Allen and Hamilton of New York City. The council made a contract with this firm to do the job for \$104,000. This covered Seattle's municipal and utility operations totalling about \$85 million a year and involving about 7,000 employees. It did not include the public library or city transit.

<sup>1</sup> See page 545, this issue.

The consultant firm's staff of about eight men, including several former city managers, worked on the survey between January 1, 1957, and July 1, when it completed its job. The Citizens Survey Committee presented the report to the city council and followed this up through sub-committees with its own recommendations concerning the 300 suggestions.

By and large the report was well received by the city council, daily press and citizen groups. The recommendations eliminating certain elected officials and pointing toward a "strong mayor," however, are likely to run into much opposition.

Here are some of the more important changes, including those attainable by charter amendment and by order from department heads. The survey recommended that the elected corporation counsel, treasurer and comptroller be made appointive by the mayor. The administrative functions of the planning and civil service offices would be separated from their commissions and placed under the mayor. An administrative department under the mayor would be established to prepare the annual budget, analyze department operations and in general to assist the mayor. The park board would have advisory powers only and the big park department would be transferred to a new department of public works. The present separate water and electric light utilities would be combined under a department of utilities.

The mayor, council and citizens committee are now at work to determine which of the 50 charter changes will be presented to the voters at the city election next March.

C. A. Crosser, *Executive Secretary  
Municipal League of Seattle  
and King County*

## No New Name for New Newport News

A special election was held on September 10 to determine the name for the

new city that will come into existence on July 1, 1958, with the consolidation of Newport News and Warwick, on Virginia's Lower Peninsula. This had been approved at the polls on July 16.<sup>1</sup> At the September 10 election the name Newport News was adopted by 6,980 votes out of a total of 8,698. Second choice was Warwick, with 1,417 votes; but even in the city of Warwick the name Newport News prevailed by 2,873 votes out of 4,461.

## Utah Municipal League Has Golden Anniversary

The 50th annual convention of the Utah Municipal League took place in Salt Lake City September 12-14, with approximately 1,200 city officers and employees in attendance.

Governor George D. Clyde, as keynote speaker, discussed the financial plight of the cities and gave league members his assurance that he was sympathetic to their needs by stating he would support enabling legislation to allow the cities to levy locally any nonproperty tax supported by the league. He emphasized the need for unity by the cities and stated that a careful review of all possible economy measures should be made before any city should ask for additional revenue.

Mayor William G. Bruhn, president of the league, cited legislative and other achievements accomplished during the past year and further emphasized that sufficient finances were necessary to maintain strong local government.

A resolution was passed favoring the enactment of legislation enabling municipalities and counties to levy a sales tax on a county option basis as an added source of funds. The various sources of revenue, including both property and non-property taxes, were studied in some detail by the league staff prior to the convention and this particular tax was found to be the most practical solution to

<sup>1</sup> See the REVIEW, September 1957, page 409.

Utah's revenue problems. The tax was endorsed in principle only with the details concerning amount, administration and use left for further study.

The Utah constitution contains provisions prohibiting the state from levying and collecting taxes for use by municipalities. It was therefore the intent of the league that such a tax be levied by the counties with cities receiving funds collected within their boundaries when they pass ordinances placing such a tax into effect. It is believed that by this approach part of the difficulty which results when not all neighboring communities levy the tax can be overcome. Such an approach also leaves the decision whether or not to levy a tax to local areas. If such a tax were passed it is the desire of the Municipal League that the state collect it on a contractual basis for cities and counties, thereby avoiding additional collection and administrative machinery.

Resolutions were also passed providing for studies to be made concerning a state planning board, personnel administration and the appointment of a state fire prevention board and fire marshal. Studies on these subjects will be made in co-operation with a local government committee of the Utah legislature and the State Association of County Officials. The league expressed itself as favoring the enactment of a statute to place all persons who hold operator's licenses in Utah under the jurisdiction of the local traffic court regardless of the age of the operators. This resolution was passed in an attempt to reduce traffic violations by juveniles because it is believed that such violations do not involve the rehabilitation of the offender in the same manner as when other crimes are committed.

The league expressed itself as favoring the enactment of legislation empowering

the municipalities to levy property taxes for general governmental purposes within a single maximum levy. Difficulties in financial management result from existing state tax limitations which provide a maximum levy for each major function of municipal government.

Legislative committees which are studying municipal finance and other problems of local government were assured full co-operation by the league. Chairmen of these committees spoke at the convention and their remarks were well received.

Mayor Raymond S. Wright of Ogden was elected president of the league for the next year.

EVAN A. IVERSON  
*Legislative Consultant*

Utah Municipal League

### ***International Housing and Planning Conference***

The Berlin meeting of the Council of the International Federation for Housing and Town Planning, August 25-29, 1957, brought together about 140 delegates from 21 countries, including Latin America, South Africa, Japan and Eastern Europe, as well as twelve countries of Western Europe and the U.S.A. The German federation held its annual meeting jointly, with another 150 delegates. The substantive theme for discussion was large-scale land assembly for urban redevelopment.

The 24th Congress of the federation will take place in Liege, Belgium, August 31-September 4, 1958. The theme will be "Town Planning and Housing within the Framework of the Region." Further details may be obtained from Dennis O'Harrow, American Society of Planning Officials, 1313 East 60th Street, Chicago 37.

**Metropolitan Government**

• *Edited by William N. Cassella, Jr.,  
and Victor Jones*

**EDITOR'S NOTE.**—Beginning with this issue of the REVIEW, news developments in metropolitan areas will be covered in a new department entitled **METROPOLITAN GOVERNMENT**. The **COUNTY AND TOWNSHIP** department has been discontinued. News notes on urban counties, because of their signifi-

cance in metropolitan areas, will be included in the new department. Whenever there is news of rural counties and townships it will be carried separately. Other departments in the REVIEW will continue to carry articles and notes on metropolitan matters whenever appropriate.

## Largest Metro Project Launched

### Joint Program Begun in Philadelphia Area

THE largest grant in the field of metropolitan problems has been made by the Ford Foundation to a group concerned with the metropolitan region centering on Philadelphia. The region embraces an area which extends from Trenton, New Jersey, to Wilmington, Delaware, and from the suburbs of Camden, New Jersey, to Coatesville, Pennsylvania.

This program is undertaken with the sobering realization that the capacity of our American metropolitan regions to provide the good life is in the crucible. Upon the result may depend our own immediate well-being. In addition we will or will not demonstrate to a world in flux that our way of life is worthy of emulation in other nations. It is therefore fitting that the \$900,000 grant is in response to application jointly sponsored by many of the civic and educational institutions of the region including:

Bryn Mawr College  
Bureau of Municipal Research and  
Pennsylvania Economy League  
(Eastern Division)  
Chamber of Commerce of Greater  
Philadelphia  
Citizens' Council on City Planning  
Delaware Valley Council  
Drexel Institute of Technology  
Greater Trenton Council

Greater Philadelphia Movement  
Haverford College  
Philadelphia Housing Association  
St. Joseph's College  
Swarthmore College  
Temple University  
University of Delaware  
University of Pennsylvania

Civic and educational institutions will designate members of the non-profit corporation now being organized to carry out the program.

Four features of the plan distinguish it from most other metropolitan "studies":

1. There is a broad program of active cooperation between many civic agencies and institutions of higher learning in the region.
2. This is a program to be centered on a continuing activity rather than study alone, although studies will have their appropriate place. *But they will be matched in importance by programs of leadership involvement and citizen education and participation.*
3. The grant by the foundation is to cover a seven-year period. During the first three years \$525,000 will be available. The remaining \$375,000 will be available during the fourth to seventh years only if matching funds totaling \$900,000 from local sources are forthcoming—bringing the total to \$1.8 million for seven years.
4. In initiating this program there is the implicit understanding that the special agency being set up as a non-profit corporation may well have continuing

existence if found acceptable in the region.

The functional fields of probable interest and activity in this new metropolitan undertaking will embrace the frequently studied functions of transportation, water supply and distribution, and sewage treatment. They will extend to the not so frequently covered problems of air pollution, industrial development and perhaps many facets of urban renewal and prevention of decay in urban areas just now reaching their maturity. Governmental structure will be considered but so will cultural aspects of urban life in the region.

It is anticipated that a small central staff under a qualified director will be recruited in the near future. Major reliance will, however, be placed upon existing institutions—civic and educational—to provide research and educational services.

LENNOX L. MOAK, *Director*

Bureau of Municipal Research  
and Pennsylvania Economy League  
(Eastern Division)

### **Regional Planning Agency Created for Chicago Area**

Eleven measures recommended by the Northwestern Illinois Metropolitan Area Local Governmental Services Commission were enacted by the 1957 Illinois legislature and approved by the governor. Continuation of the commission was authorized with Kane County added to the area under study. The counties of Cook, Lake, McHenry, DuPage and Will were included originally. The commission is to report to the legislature again by March 1, 1959.

Of particular significance is the creation of a permanent regional planning agency for the Chicago area. The Northeastern Illinois Metropolitan Area Planning Commission covers the six-county area noted above. It has no mandatory powers but is authorized to "recommend

to units of government within the commission's area generalized comprehensive plans and policy which are metropolitan in character and which may include but need not be limited to plans for: (1) residential, commercial, industrial, public and other land use; (2) land, water and air transportation facilities and terminals therefor; (3) water supply and distribution; (4) drainage, flood control, sewage disposal and pollution; (5) schools, parks and recreation facilities; (6) governmental services and facilities, particularly where the joint action of two or more units of government are necessary or desirable; (7) improvement in standards of urban esthetics and civic design."

The planning commission will also have authority to provide specialized planning services and technical assistance to units of government within the metropolitan area. The commission is authorized to "establish a program of public information in order to develop a general understanding of the function of comprehensive planning in and for the . . . area."

The legislature appropriated \$50,000 for the initial organization and administration of the metropolitan planning commission. Arrangements for additional financing will be made later.

A provision dropped from the original legislation provided that the voters of each of the six counties vote on the "proposition of whether the county board shall annually levy a tax that will produce an amount equal to .002 per cent of the "full, fair cash value of all taxable property within the county, as equalized or assessed by the Department of Revenue, for the purpose of supporting the activities of the . . . planning commission."

Other measures recommended by the Northeastern Illinois Metropolitan Area Local Governmental Services Commission and passed by the 1957 legislature enlarge the powers of existing local units.

Municipalities have been given authority to acquire rights of way within 35

**See Also**

"Branch Civic Center," page 511, this issue; "Governors Probe Metropolitan Ills," page 520; and "No New Name for New Newport News," page 526.

miles of their limits for the purpose of supplying water to other governmental units and to furnish water at a rate higher than the existing metered rate within the supplying municipality.

New legislation authorized arrangements and contracts between and mutually acceptable to cities, villages, towns and/or counties for the collection and disposal of refuse and garbage.

The powers of the boards of Lake, McHenry, DuPage and Will Counties have been enlarged to permit establishment of planning commissions; control over development of subdivision, water supply, sewage collection and treatment and provision of public facilities; and adoption of building codes.

An appropriation to the state Department of Public Works and Buildings to prepare a master plan for drainage and flood control of all watersheds in Illinois was passed by the legislature but vetoed by the governor.

**Intercounty Committees  
Authorized for Michigan**

The Supervisors Inter-County Committee of the six counties in the Detroit metropolitan area secured passage of an enabling act by the 1957 Michigan legislature giving statutory status to inter-county committees established for the purpose of studying area problems. The act is general in application applying to committees established by resolution of the boards of supervisors in any two or more counties of the state. Specifically noted as "governmental problems of mutual

interest and concern" are "such matters as facility studies on sewers and sewage disposal, water, drains, roads, rubbish and garbage disposal, recreation, zoning, parks and ports." Intercounty committees are authorized to formulate recommendations for review and action by member county boards of supervisors.

"The Supervisors' Intercounty Committee may employ personnel to coordinate and conduct all types of surveys and studies relating to the mutual problems of its member counties or may enter into agreements for such surveys and studies to be conducted by other public or private agencies. . . . It may publicize its purposes, objectives and findings, and may distribute reports thereon."

**Financed by County Boards**

Financial support for the intercounty committee may be provided by the member county boards, the proportion allocated to each county being based upon the recommendation of the intercounty committee, or may be provided by the committee's by-laws which have been approved by the member county boards of supervisors. In addition the committee is authorized to "accept gifts and grants from the state government and local governments, . . . private individuals, foundations or agencies."

The Supervisors' Intercounty Committee in the Detroit area endorsed twelve other legislative proposals which were adopted by the 1957 Michigan legislature. Among these was a bill to establish a state fund from which assistance may be granted to regional planning commissions on a 50/50 state and county matching basis. Other bills provided for the creation of township planning commissions, establishment of county public works departments, modification of revenue bond legislation and the township special assessment act, and the issuance of general obligation bonds by townships to finance water supply and sanitary sewer systems.

## Urban Problems under Study in Wisconsin

Two official commissions have been created by the Wisconsin legislature to study urban problems. One will consider the Milwaukee metropolitan area and the other problems of urban expansion in other parts of the state.

The Milwaukee Metropolitan Study Commission is composed of fifteen residents of Milwaukee County appointed by the governor (twelve citizens "at large" and three officials, either elective or appointive, one from Milwaukee, one from another city in the county and one from a village or town). "The commission shall investigate the character, extent, adequacy, cost and efficiency of the principal services provided by governmental units for residents of the county including . . . property tax assessments, traffic, water supply, sewage and storm water disposal, planning, civil defense. . . . The commission shall also investigate the extent to which cooperative agreements or procedures have been established among units of government, . . . experience in other metropolitan areas throughout the United States. . . .

"The commission shall determine which of the governmental services . . . could be rendered most adequately and efficiently, (1) on a local basis or (2) on a county-wide basis, and shall state its conclusions and recommendations in that regard.

"There shall be included in the report of the commission: (1) An analysis of the basic causes of difficulties experienced by . . . governments in the metropolitan area, . . . (2) An outline of suggested measures for overcoming these difficulties under existing cooperative agreements, . . . (3) An outline of suggested changes in existing laws to overcome the difficulties."

The commission is directed to submit annual reports to the governor and must provide copies of its reports to the chair-

man of the Milwaukee County board of supervisors and the chairman of each town board and the chief executives of all cities and villages in the county.

An appropriation of \$30,000 was made by the legislature to be applied to the cost of this study. The commission is authorized to accept services on nonprofit organizations devoted to the improvement of local government and gifts, grants or contributions from private sources. The county board of supervisors may appropriate funds for use by the commission and shall provide quarters for the commission's use in the county courthouse.

The creation of the Metropolitan Study Commission is in line with the recommendations of the Governor's Metropolitan Study Committee which considered the problems of the Milwaukee area late in 1956 and recommended the creation of a study commission "empowered by the legislature to surmount the special interests of individual communities as it examines area problems in the interest of the whole."

The body created to study urban problems in other parts of the state is known as the Governor's Study Committee on the Problems of Urban Expansion. It consists of three state senators, four assemblymen and eight citizens appointed by the governor. This committee has been assigned the following duties: "(a) Ascertain the problems affecting cities and villages and adjacent communities resulting from urban expansion; (b) determine what areas of the state are or may be concerned with problems of urban expansion; (c) consider and recommend such revisions in the statutes as are deemed necessary to aid in the solution of the problems resulting from urban expansion; (d) consider the respective roles of the state and local governments in the solution of such problems; (e) report findings and recommendations including specific legislative proposals to the 1959 legislature when it convenes."

Legislation for the committee on urban

expansion was introduced by the Legislative Council. An appropriation of \$30,000 was made to the council for the conduct of the study. In addition the council is authorized to accept grants or gifts to assist in financing the study.

### **Air Pollution Control To Be Studied in Bay Area**

A study of the operations of the San Francisco Bay Area Air Pollution Control District—a prototype for regional government with joint city-county participation and the first such agency there of regional scope—will be undertaken by the Bureau of Public Administration, University of California, Berkeley.

Stanley Scott will direct the project, which is the second phase of a two-part study of the Air Pollution Control District. The first part, dealing with the history of developments and decisions leading to the creation of the district by legislative action in 1955, will be published as a case study in the formation of an agency of metropolitan or regional government.

The newly announced second phase of the project will examine the district's operations, activities and policy-making since the organizational meeting in 1955.

Scott stated that the role of the district board in the management of district affairs will be analyzed as well as the roles of the district administrative staff and technical advisory committee. The background of major issues confronted by the district will be reviewed and, once each issue is finally settled, the factors entering into the settlement will be studied. The project will also consider relationships of the district with the cities and counties of the Bay Area and with the various industries, groups and private individuals who are concerned with aspects of the air pollution control program.

"The existence of the Air Pollution Control District here in the Bay Area presents the university with an unparal-

### **Bulletin on Metropolitan Problems**

The Continuing National Conference on Metropolitan Problems in October began publication of a bimonthly bulletin which will contain information on governmental developments in metropolitan areas, bibliographical data on metropolitan areas and related fields and information on official and unofficial surveys, studies and organizations concerned with metropolitan problems. It will also include reports on national and state developments of particular interest to metropolitan areas. This bulletin will be given a limited distribution to the organizations sponsoring the continuing conference, groups associated with them, other agencies with a professional interest in metropolitan matters, selected depository libraries and certain periodicals and newspapers. The National Municipal League as one of the sponsoring organizations is cooperating with the conference in the compilation of information for the bulletin.

leled opportunity to study at first hand the workings of a regional political institution which embodies a unique system of representation," Milton Chernin, acting director of the bureau, said. Here is how that system of representation works:

The board of supervisors of each participating county chooses one of its members to sit on the district governing board. The mayors of all the cities in each county meet and choose a person, either a mayor or a councilman, to sit on the district governing board. Thus, there are two members of the district board from each county area, one selected by

the board of supervisors, the other by the city governments. At present, the board consists of twelve members, two from each of the six counties in which the district is now active. Although the district includes all nine Bay Area counties, three of them—Napa, Sonoma and Solano—are not currently participating and will not do so until the district has become active within their areas.

This system of representation may have a good deal to recommend it for the government of a regional agency in a metropolitan area that is split up among nine counties and some 78 cities, the study director stated. He explained that the Bay Area Air Pollution Control District's governmental pattern, with modifications, is embodied in two new pieces of state legislation passed this year. One of the acts created the San Francisco Bay Area Rapid Transit District. The other act was statewide in scope and made possible creation of city-county regional planning commissions.

### **Bergen County Considers Suburban Growth**

The Bergen County (New Jersey) Republican Mayors' Association is teaming up with the Bergen *Evening Record* to find a way to identify and solve a number of pressing county-wide problems which stem from the now familiar pattern of burgeoning suburban growth.

Bergen County is an integral part of the giant New York-New Jersey-Connecticut metropolitan complex. Industry is concentrated in some areas of the county but most boroughs and cities are so-called bedroom communities which find it next to impossible to provide area-wide services such as sewer, water and adequate highways and schools.

Recognizing the growing seriousness of these problems in Bergen County, the *Evening Record* this summer published a series of articles which outlined the problems and explored their implications for the future. Late in September, the Republican Mayors' Association invited the *Record* to discuss the question "Where is Bergen County Headed?" at its regular monthly meeting. Before the meeting adjourned representatives of the Mayors' Association and the *Record* agreed that a detailed survey ought to be made of the county's major problems.

### **Jacksonville Reviews Annexation Possibilities**

Metropolitan problems of the Jacksonville, Florida, area are being studied by the Annexation Study Commission of Jacksonville and Duval County created by the 1957 Florida legislature. The eleven-member commission was organized in mid-1957 and has until September 1958 to develop and report its findings and recommendations. The commission is directed to give particular attention to "the need for urban or municipal type services and improvements in the presently unincorporated areas of Duval County surrounding the city of Jacksonville, . . . to draft a plan or plans for the solution of such problems and for the annexation of territory to the city of Jacksonville." Proposals which the commission makes are to be reported to the members of the Florida legislature from Duval County, the city council and city commission of Jacksonville, and the Duval County board of commissioners.

The officers of the annexation commission are: Guy L. Simmons, chairman; J. M. Chupp, vice chairman; and Richard J. Lewinson, secretary-treasurer.

**Proportional Representation***Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

**Cincinnati  
Loses P. R.****Sixth Attempt at Repeal  
Substitutes 9X System**

THE sixth attempt in 21 years to eliminate the Hare system of proportional representation as Cincinnati's method of electing the city council succeeded at a special election held on Monday, September 30. The vote, largest ever cast in a special election in Cincinnati's history (80 per cent of the usual general election vote), was 65,559 for the amendment (repealing P.R.) and 54,097 against the amendment (pro-P.R.).

Result of the election is to substitute for Cincinnati's 33-year-old P.R. provisions a method of electing by plurality among an unlimited field of candidates, each voter voting for nine. The amendment retains the nonpartisan, rotating feature of the P.R. ballot but provides nothing to replace the built-in primary which is one of the Hare system's valued assets.

The campaign was one of the most bitterly fought in Cincinnati's history. The City Charter Committee, original sponsor and continuing protagonist of P.R., mobilized more than 1,100 volunteer workers against the amendment. On election day all but two of the 724 precincts were manned with volunteer poll workers and witnesses to the count and in a large majority of the precincts volunteer challengers were also on hand much of the day.

Against them, however, the local Republican organization with the 2,500 employees of the county courthouse as shock troops fought a relentless campaign, the principal feature of which was a baseless canard that P.R. fosters bloc voting.

Whether by design or by chance this campaign exploited current social tensions in a manner disastrous to P.R.

By way of explanation, a vast physical improvement program is under way in Cincinnati, an important aspect of which is the destruction of old buildings in the path of a large system of planned expressways and in areas marked for urban redevelopment. As a result, literally thousands of families of lower economic status, a large majority of them Negro residents, have been forced to seek homes in hitherto segregated areas of the city.

While overt friction has been virtually nonexistent, the unthinking and the malicious have tended to make a scapegoat of the Negro member of city council, Charterite Theodore M. Berry, the extremely able chairman of council's finance committee and—for the past two years—vice mayor.

As a specimen of what has been done along this line, here is a recent quotation from the columns of the *Times Star's* political commentator, Ed Chapin:

"No one can say that Cincinnati is race conscious. . . . For instance, if Mayor Charles P. Taft, City Manager C. A. Harrell and City Solicitor James Farrell were all out of town at the same time, Cincinnati would have a Negro mayor and city manager. . . . Vice Mayor Theodore Berry would be acting mayor and First Assistant City Solicitor William McClain would be city manager."

This sort of adroitly phrased, apparently innocent comment is, however, only a pale reflection of widespread word-of-mouth rumor-mongering to the effect that "if P.R. is retained, a Negro will be the next mayor."

The Faubus-Little Rock episode capped the climax, claiming front page headlines and stories daily throughout the final three weeks of the campaign. The vote

itself tells the rest of the story: In the white precincts, P.R. lost by more than two to one; in the Negro precincts P.R. was upheld by nearly four to one.

The Cincinnati *Enquirer* and *Times Star* repeatedly blasted P.R., the *Enquirer* in particular using its front page in a fashion paid advertising space was powerless to counter.

Both sides used television shows, TV and radio spots, newspaper advertising and publicity releases, and direct mail, as well as worker-circulated literature, extensively. While neither has filed its receipts-and-expenditures return at this time, it is estimated that the P.R. forces spent nearly \$35,000 and the anti-P.R. group perhaps double that amount.

Under the circumstances, Charter P.R. supporters, though greatly disappointed by the result, found no small measure of comfort in the fact that the pro-P.R. vote, 54,097, was 6,000 higher than the last time P.R. was attacked in a special election.

The Charter group, with no pause for breath, has accepted the verdict and mobilized to fight the campaign for city council, the election for which under the new 9X ballot will be held November 5.

Should the election result in a one-sided Council replacing the five to four divisions of the past sixteen years, a movement to reinstate P.R. undoubtedly would materialize rather quickly. On the other

hand, should a balanced council result—a possibility since nominations had closed long before the P.R. repealer, with only eighteen candidates in the field, nine each for the two major groups—P.R. supporters might be forced to bide their time pending development of the inevitably one-sided effects of the new ballot, presently in use in no city of the country larger than Richmond, Virginia.

FOREST FRANK, Executive Director  
Cincinnati City Charter Committee

### **German P. R. Election Gives Clear Majority**

A clear parliamentary majority was won in the West German election on September 16 by the Christian Democratic Union, Chancellor Konrad Adenauer's party. The election was widely hailed as showing a trend to a two-party system in Germany, as the Christian Democrats obtained 50.2 per cent of the vote and 54.3 per cent of the parliamentary seats and their chief opponents, the Social Democrats, obtained 31.8 per cent of the votes and 34 per cent of the seats.

Only two other parties, both of which have tended to align themselves in the past with Chancellor Adenauer's government and against the Social Democrats, were able to secure any representation under the requirements of the modified proportional representation election. Two-fifths of the 497 seats are chosen on a

(Continued on page 542)

WEST GERMAN ELECTION, SEPTEMBER 16, 1957

Party	Votes Won	Percent- age of Votes	Seats Won	Percent- age of Seats
Christian Democratic Union	14,998,754	50.2	270	54.3
Social Democratic	9,490,726	31.8	169	34.0
Free Democratic	2,304,846	7.7	41	8.2
Refugee	1,373,001	4.6	0	0
German	1,006,350	3.4	17	3.4
German Reich	307,881	1.0	0	0
Federalist Union	254,071	0.8	0	0
Others	150,317	0.5	0	0
Totals	29,885,946		497	

**Taxation and Finance***Edited by Keith Willoughby*

## Federal-State Action Committee Reports

### Maps Plans for Releasing Certain Taxes to States

THE proposals adopted by the Joint Federal-State Action Committee, appointed by the President and the Governors' Conference, will be detailed in a report to be sent to President Eisenhower in time for incorporation in his January messages to Congress. They will also be presented to the executive committee of the Governors' Conference at its December meeting in the hope that they will influence the governors' messages to their own legislatures.

Following a generally favorable initial response to President Eisenhower's suggestion, in a speech to the Governors' Conference in June, that a new effort be made to limit or reverse the present trend in federal-state relations, the committee was set up to bring top level officials of both sides together. Among the representatives of the federal government are Secretary of the Treasury Anderson, Howard Pyle, the President's special assistant on intergovernmental relations, Health and Welfare Secretary Folsom and Secretary of Labor Mitchell. The governors' side is made up of five Republican and five Democratic state chief executives, headed by Governor Dwinell of New Hampshire.

At the committee's first meeting in September, a number of areas were mapped out for study by a group of experts from both sides. The staff concentrated on finding specific programs and tax revenues that could be considered for transfer from the federal government to the states. On October 4 and 5 the joint committee met again to review the staff's recommendations.

The federal representatives apparently were in general agreement with most of the experts' report but the governors turned down the two chief proposals: that federal grants for school lunches, now running at about \$160 million a year, be dropped, and that the federal share of old age assistance payments be cut by \$100 million annually.

Of the three proposals endorsed by the committee, only one, that federal funds for natural disaster relief be cut by about \$18 million a year, seems likely to go through without much difficulty since an administrative order can do the job. The other two, federal assistance to water pollution control and aid to vocational education, which are currently running around \$50 million and \$40 million, respectively, may run into difficulties.

To help marshall more support for the proposals, the joint committee recommended that the government turn over to the states, along with increased responsibility, some \$150 million in federal revenues, which would be nearly one-third more than the aggregate cost of the three programs on their present scale. Earmarked for the transfer is a 40 per cent share of the tax on local telephone bills. The federal government would continue to levy the present 10 per cent tax but would grant a credit of 40 per cent of that amount to telephone companies in states that levy a tax of their own. The federal tax would drop to 6 per cent after five years regardless of what action was taken by the states, but the interim arrangement would give them time to plan their programs and would make the additional revenues available when needed.

Reduction of the disaster relief program, smallest of the lot, will probably go through in the near future, but opposition to any other change is developing rapidly. Among the most vocal opponents are mayors of large cities, who fear, on

the basis of past experience, that the treatment they would receive from rural-dominated legislatures would be far less friendly than that which they are currently getting from Washington.

Members of the joint committee are going ahead with further plans. Mr. Anderson has announced he believes the federal government is willing to give up the rest of the telephone tax, plus present taxes on admissions, safe deposit boxes, night club checks, coin-operated amusement machines, bowling alleys and billiard and pool tables. These would give the states a total of nearly \$400 million a year in additional revenues. To provide for the more distant future, a special joint technical committee was set up to study the desirability of increasing the states' shares of tobacco and gift and estate taxes, which run into the billions.

The joint committee's members feel that they have made definite progress. At the very least, they contend, a further extension of the federal government's activities will now be less likely and, at best, the current publicity on the subject could arouse public opinion leading to real action within a few years.

#### ***Indiana Eleventh State To Provide Withholding Tax***

The Federation of Tax Administrators reports that Indiana, which this year adopted a withholding income tax law, is the eleventh state to utilize this method of collecting taxes from its own residents. Oregon was the first, enacting a law applicable to both residents and nonresidents in 1948. The states that have followed, in addition to Indiana, are Ver-

mont, Delaware, Arizona, Colorado, Kentucky, Idaho, Maryland, Montana and Alabama. The District of Columbia also adopted a withholding tax law in 1956.

Four states, California, Iowa, New York and Utah, withhold taxes from the incomes of nonresidents only.

#### ***Tax Drives Distiller Operations Out of State***

The Brown-Forman Distillers Corporation has announced the transfer of some operations out of Kentucky to avoid state taxes. The state production tax was doubled last year to ten cents a gallon and to offset part of this increase the company canceled plans to build a \$1,500,-000 warehouse in the state, leasing instead a 100,000 barrel warehouse in neighboring Indiana. Through the change the company believes it will save an estimated \$100,000 annually in taxes imposed on whiskey stored during the aging process.

#### ***Bill Permits Federal Agencies To Withhold Employees' Tax***

A bill authorizing federal agencies to withhold municipal income taxes from salaries of their employees has been referred to the House Ways and Means Committee. Passage of the legislation would help prevent avoidance of the taxes by federal employees and cut administrative expenses for cities in the five states, Colorado, Kentucky, Missouri, Ohio and Pennsylvania, where such taxes have been imposed. Hearings on the bill have already been held and it is expected to be reported favorably in the next session of Congress.

**Citizen Action***Edited by Elsie S. Parker*

## Citizens Pass on Bills

### Civic Club Participates in Legislative Process

**EDITOR'S NOTE.**—The story below is adapted from an article appearing in the *American Bar Association Journal* for June 1957. Its author, EDWARD C. FORD, an attorney and assistant secretary of the Jones and Laughlin Corporation, is chairman of the committee of which he writes.

**F**OR over 50 years the Legislative Committee of the Civic Club of Allegheny County, Pennsylvania, has shown what a group of public spirited citizens can accomplish in promoting legislation for civic progress. The Civic Club is composed of many hundreds of men and women from all walks of life. The professions, such as law, medicine and accountancy, are prominently represented in its membership. Members of the teaching profession, of the welfare agencies and of the business community also take an active part in its activities. The club's financial support depends almost entirely on the modest dues of its many members. Its attitude on civic matters can therefore be expressed free of partisan bias or of debt to special interests.

The Civic Club was organized in 1895 in the day when Pittsburgh was more noted for its smoking furnaces and the tempo of its industrial life than for civic improvement. The club's constitution stated as its objective "to promote by education and by organized nonpartisan effort a higher public spirit and a better social order." This objective has continued unchanged to the present day.

The efforts of the club in the field of legislation began modestly. In 1897 the club suggested to the city council the enactment of ordinances providing for the

cleaning of sidewalks and for prohibiting fast riding and driving and the throwing of fruits and vegetables on the streets. At that time the club also began its advocacy of civil service reform to provide a merit system in the state and municipal governments.

In 1903 the club established a formal committee system for reviewing proposed legislation and making recommendations. This committee system with only minor changes is still followed.

The legislative activities of the club are centered in a Legislative Committee, under which there are now twelve subcommittees to review legislation in special fields and to report their recommendations to the Legislative Committee. These subcommittees review proposed state legislation pertaining to apportionment, conservation and roadside beauty, constitutional amendments, education, election laws, health, labor, major and minor judiciary, municipal government, stream pollution, taxation and welfare.

Each member of the club may serve on the Legislative Committee and on any subcommittee or subcommittees which he or she may select. It is interesting to note that over 10 per cent of the membership elects to serve on at least one. From time to time special committees are appointed to study bills of public interest or to draft a bill which the club believes would be in the public interest.

Subcommittees are generally small. They are headed by chairmen selected because of their professional background or because of particular knowledge or interest in the subject matter. Each is encouraged to recruit such additional club members as he believes might aid the subcommittee in its work.

The Legislative Committee and the subcommittees are on a permanent basis. However, their real work begins when the Pennsylvania legislature goes into

session. Arrangements are made through a local legislator for the club to receive copies of all bills introduced in either house. The bills as received are scanned by the club staff and assigned to appropriate subcommittees. The staff also sends to the subcommittee chairman such background information on the bill as is available in club headquarters. If the Legislative Committee has previously reviewed a similar bill, the subcommittee chairman is informed of its previous action. But the club has not regarded consistency as such a virtue as to preclude it from reversing its stand in regard to any particular legislative proposal.

The subcommittee chairman studies the bills as received and decides which merit consideration. As soon as the chairman feels he has sufficient bills of interest he calls a meeting of his subcommittee. Often proponents and opponents of a particular proposal are invited to express their views. The subcommittee then makes its recommendations to the Legislative Committee.

The Legislative Committee meets about once a week while the legislature is in session. The subcommittee chairman reviews with it bills studied by his subcommittee and gives to it the subcommittee recommendations. The Legislative Committee more frequently than not approves them. However, when it disagrees it refers the bill to the subcommittee for further study or the subcommittee is reversed by the Legislative Committee.

The chairman of the Legislative Committee reports its recommendation to the board of directors of the club. The board historically has usually approved recommendations. However, it sometimes returns bills to the committee for further study. The final action of the board of directors is regarded as the considered opinion of the club.

The recommendation that a particular legislative proposal is "in the public interest" or is "not in the public interest"

is released to the club membership in periodic reports. The recommendation is also sent to the legislators representing Allegheny County in the Pennsylvania General Assembly and is released to the public through newspapers, radio and television. The club, however, refrains from any lobbying activities. It makes a concerted effort to bring its opinion to the attention of the legislature and to publicize its opinion.

On occasion, proposed federal legislation of special significance has been reviewed. However, the club considers that its legislative efforts should be concentrated in the field of state and local legislation where it can most effectively make its position known.

#### Aided by Bar

The Bar of Allegheny County has contributed much to the success of the Legislative Committee of the Civic Club. Through the years scores of local lawyers have served on the committee and subcommittees. The chairman of the Legislative Committee is usually a member of the local Bar. Certain subcommittees, such as those charged with the study of proposed constitutional amendments and proposed legislation pertaining to the major and minor judiciary, are generally headed and staffed by members of the local Bar.

An interesting sidelight on the work of the Legislative Committee is the participation of political science students from local colleges and universities. The colleges and universities are invited to have their students attend the meetings of the committee and subcommittees. The students who have availed themselves of this opportunity have reported that they found participation a rewarding experience. The members of the committees have been equally appreciative of the younger viewpoint.

In the early years of the Legislative Committee's existence it was concerned primarily with child labor and juvenile

court bills and with other social reforms considered radical at the time. In the early 1900s it vigorously advocated conservation at both state and federal levels, compulsory education, betterment of factory and other working conditions, parole and probation measures, medical inspection in the public schools and tenement house laws.

#### Interests Widened

With the beginning of World War I, the scope of the committee's interests widened. It became interested in a new charter for the city of Pittsburgh. Through its Committee on Reorganization of Government in Allegheny County, the club has conducted studies of plans for the consolidation of the functions of Allegheny County's four cities, 78 boroughs and 47 townships in the interest of more efficient municipal administration. The Legislative Committee has felt that the problems of Allegheny County and its various subdivisions can be dealt with most effectively at the local level. It has therefore been a vigorous advocate of "home rule" legislation under which local governing bodies would have more latitude in conducting their affairs.

The committee has been especially interested in legislation concerning children. It has been active in its advocacy of bills to improve the educational opportunities of children, to provide special training for handicapped children, extension of kindergartens, adequate salaries for teachers and teacher tenure. A long-time goal of the club was the enactment of a law providing for a separate juvenile court in Allegheny County in 1933. A bill drawn by the Civic Club provided for the establishment of the first training school for delinquent boys in the county.

The legislative activities of the Civic Club have contributed much in laying the groundwork for the civic renaissance which has occurred in Pittsburgh during the past decade. The necessity for smoke control was recognized at the first meet-

ing of the club in 1895. It sponsored a smoke control ordinance which as enacted in 1906 was declared unconstitutional. However, the club continued to urge effective smoke control regulations. These efforts met with success in 1941 when Pittsburgh enacted an effective smoke control ordinance. In 1943 the club drafted and had presented to the legislature an act to permit Allegheny County to enact smoke control regulations. The act was passed and the regulations enacted. The Pittsburgh and Allegheny County smoke control regulations have been responsible for changing Pittsburgh from what was once known as the "Smoky City" to one of the cleanest and most attractive metropolitan areas in the nation.

In the field of water pollution abatement the club long was an advocate of the Ohio River Valley Compact through which the eight states in the Ohio River drainage basin would cooperate in controlling water pollution. Despite intense opposition of various interests this compact finally became an actuality at the end of World War II.

The Legislative Committee has supported efforts to regulate the erection and maintenance of billboards. It has sponsored measures to promote roadside beauty and to improve traffic and transit facilities. It has advocated improved health services and better recreational facilities. In line with the aims of the club the committee has at all times sought to promote the physical improvement and cultural advancement of Pittsburgh and Allegheny County.

#### Civic Groups Support Candidates

Citizens Organized for Responsible Government, a newly formed group covering Minneapolis and Hennepin County, is a nonpartisan county-wide association of individuals "concerned with raising the standards of government"

within the county. Its primary activity is "to search out excellently qualified candidates and give them campaign support regardless of political party." CORG's first activity was in the 1957 Minneapolis elections. According to its brochure:

"The organization endorsed five candidates and provided them with limited funds and professional campaign advice, with no strings attached. Two of the five had been associated in national politics with the Republican party, one was an independent, two had been Democrats. All five were supported solely on the basis of their personal qualifications for offices in question. Four were elected."

The City Manager League of Toledo, dormant for some years, has been reorganized with one of its chief aims the support of good candidates for election to the city council. In addition to supporting its slate in the November elections, the organization has been working for the retention of the council-manager plan—the question having been placed on the ballot by the city council.

As it has done for many years, the City Charter Committee of Cincinnati will support a slate of nine for election to the city council at the November election. Among many other activities, the organization plans a candidates' luncheon.

Other groups working actively for the election of candidates in November include the Cambridge (Massachusetts) Civic Association and the Citizens Plan "E" Association of Worcester (Massachusetts).

The All Huntington (West Virginia) Association elected its entire slate of seven candidates at the councilmanic election held in August. The new council, which took office in September, will place in operation a council-manager charter adopted by the voters in April.

Good Government Associates, a citizen group in Ketchikan, Alaska, supported a slate of candidates running in the October 1 election for mayor, city council and other municipal offices.

The council-manager form of government received an overwhelming endorsement at the polls in Newport, Rhode Island, in the September election. All seven candidates chosen for the city council are supporters of the manager plan, which was adopted by Newport in 1952.

### **Classes in Politics**

The Philadelphia Committee of Seventy conducted classes this fall to "help dispel political ignorance and encourage participation in politics." It developed a twelve-hour course—six evenings of two hours each—for which there was no charge. The committee furnished all necessary materials.

Those attending the classes met important leaders from the Republican and Democratic parties, who answered questions on policy, platforms, campaign techniques and fund raising. Members were shown how political policy is determined, how nomination petitions are secured and filed and how campaigns are conducted.

### **New Publications**

*Our Metropolitan County—A Study of Local Governments in Kent County, Michigan,* (61 pages) is the second edition of this excellent survey made by the League of Women Voters of Grand Rapids. The county, cities, townships, villages and school districts are all described with particular emphasis on the metropolitan area problems of a fast-growing community with many overlapping jurisdictions.

*Citizenship and Service—Practicing Citizenship in Out-of-Class Activities*, by Arnold R. Meier, Florence D. Cleary and Alice M. Davis, has been published by Wayne University Press, Detroit. Twelve pages, the pamphlets may be purchased for 50 cents with discounts on quantity orders.

*Greater Citizen Participation in Government* (twelve pages), by Frank C. Moore, is the Third Annual Wherrett

Lecture on Local Government, published by the Institute of Local Government at the University of Pittsburgh. Copies are \$1.00 each plus three cents sales tax.

*This Is Greenburgh* (50 pages) is "a guide to the government and institutions of the unincorporated area of the town of Greenburgh" (New York) and has been published by the League of Women Voters of that community. Price is 75 cents.

*The Government of the City of Buffalo* (107 pages, one dollar) has been written and published by the League of Women Voters of that city. It is made in loose-leaf form in order that revised sheets may be sent to purchasers to keep the volume up to date.

#### PROPORTIONAL REPRESENTATION

(Continued from page 535)

single-member district basis and the remainder are distributed to party lists in such a manner as to make total representation proportional to votes cast. Only parties obtaining either a vote in excess of 5 per cent of the poll or at least one of the district seats are entitled to share in the proportional stage of the election.

The Free Democrats obtained 7.7 per cent of the votes and 41 seats (8.2 per cent). The German party obtained only 3.4 per cent of the votes but, because it succeeded in obtaining a district seat, it received a total of 17 seats (3.4 per cent). The Refugee party, however, failed to obtain a district seat and its 1,373,001 votes (4.6 per cent) were just short of the 5 per cent requirement, so that for the first time it failed to obtain representation. Two still smaller parties and five minuscule groups presented tickets but obtained no seats.

Not only the Christian Democrats but also the next two largest parties gained seats in the election. The Christian Democrats gained 17 seats to transform

a bare majority into a more comfortable preponderance. The Social Democrats gained sixteen seats and the Free Democrats six.

Almost 30 million valid votes were cast; 88.2 per cent of the more than 35 million registered voters went to the polls. The results of the election are summarized in the accompanying table. (See page 535.)

#### Gibraltar May Extend Use of P. R.

A select committee has been appointed by the Gibraltar Legislative Council to consider using the same system of election, Hare system of proportional representation, for the Gibraltar city council as is used to elect the Legislative Council of the colony. In 1956 the majority party, known as the Association for the Advancement of Civil Rights, obtained four out of seven places on the Legislative Council by P.R. but in the city council, elected by the same single constituency three months later, under a limited vote system in which each voter marks four Xs although seven are to be chosen, it managed to obtain five out of seven places by organizing the "spread" of the votes of its supporters, according to a report by the Proportional Representation Society of Great Britain.

#### P. R. League to Meet in Cleveland

The Proportional Representation League will hold its annual meeting at a breakfast on Tuesday, November 19, at 7:45 A.M. The meeting will be at the Hotel Carter, Cleveland, Ohio, in connection with the National Municipal League's National Conference on Government, November 17-20. In addition to the election of officers there will be a discussion of P.R., including the results of the votes on the question of repeal in Cincinnati, Cambridge and Lowell.

**Researcher's Digest***Edited by Thor Swanson*

## New York Studies Basic Law

### Constitutional Commission Conducts Research, Hearings

**T**HE *Second Interim Report* of the New York Temporary State Commission on the Constitutional Convention (Legislative Document (1957), No. 57, 58 pages) reports (1) the undertaking of an extensive research program on the New York constitution and (2) the results of a series of statewide public hearings on the document.

A series of background studies covering every area of the constitution is being conducted by consultants under the supervision of the commission and its staff. This research is intended to provide a comprehensive background for use of the public, the legislature, the governor and constitutional convention members if a convention is authorized. If no convention is voted, these descriptive and analytical studies will be useful to the public and the legislature for consideration of constitutional change through the amending process.

The commission has grouped these research projects under ten major headings: Compilation of the constitutions of the states, the United States and its territories; background studies in local government; background studies in state government; study of the problem of simplification of the New York constitution; background studies on civil service, public officers and retirement; background studies on civil defense and the military; background studies on natural resources and economic development; background studies on education, health and welfare, and labor and employment; background studies on the bill of rights, suffrage and elections, and revision and

amendment; background studies on taxation and finance.

At a series of public hearings in Buffalo, Albany and New York City in June, some 80 organizations and individuals offered testimony. Approximately 200 specific proposals or recommendations for study, looking toward constitutional change, have been made.

The *Second Interim Report* comprehensively summarizes the suggestions made to the commission. These proposals involve every article of the constitution. The principal areas of interest are: (1) Local government home rule, metropolitan area problems, state responsibility for local government; (2) the legislature—apportionment of seats, legislative organization and procedures; (3) state administrative organization; (4) state and local finance including school finance; and (5) simplification of the constitution.

## Survey West Virginia Executive Board

*The Board of Public Works—West Virginia's Plural Executive*, by W. W. Kaempfer, (Morgantown, Bureau for Government Research, West Virginia University, 1957, 124 pages) reports on that institution's historical development and contemporary position and makes some observations on its future.

Operating continuously since 1816, the Board of Public Works has shifted from the functions its name suggests to that of general fiscal management. Currently its responsibilities include budgeting, expenditure control, investment of funds, taxation, accounting and utility assessment; it also exercises some control over the personnel function. Members of the board include all elective constitutional officers.

Not a full-time executive, the board acts as a committee which reviews and

then grants or withholds approval of tentative decisions prepared by other agencies, relying especially on the budget director. Endorsement of a proposal means the assumption of as much responsibility for it as a collegiate body may assume.

The representatives on the board who are members of the functional departments have strong feelings of partiality to their own functions and clienteles, which makes coordination difficult. Particular problems are apparent with the superintendent of schools. The board's processes, however, compel a certain amount of cooperation among the elective officers independent of the governor.

With respect to its future usefulness, the author concludes: "The board is justified as an agency that reconciles some of the features of the constitutional offices and carries the chief functional result, the budget, over into executive-legislative relations. In this capacity, it is justified only for significant government-wide purposes, historically in the field of general fiscal management. . . .

"If West Virginia state government is not to stagnate, perpetuating its faults as well as its virtues, the Board of Public Works will eventually be modified or even abolished. Removing the special-interest representatives from both elective status and membership on the plural executive is an obvious first step."

#### New Research Bimonthly Makes Bow

A new publication of interest to researchers in politics has made its debut in *PROD* (Political Research: Organization and Design) *An Informal Newsletter of Research Ideas*.

In its own words: "*PROD* collects and circulates among its readers the ideas of political and behavioral scientists about researches that might advance man's knowledge of political behavior. *PROD's* 'articles' describe a 'significant' problem,

present a design for 'solving' it and estimate what might be the results of the study. The problems may be of small or large scope, the solution sought may be partial or definitive, and the results might be wrongly guessed. *PROD* is more a free expression of what may be promising inquiries than it is a medium for elaborate designs, research memoranda or reports of completed work."

The initial September 1957 issue, for example, includes research proposals relating to depth interviews on the personal meanings of politics, innovation curves in the study of politics, the relation of certain personality dynamics to levels of political interest and action, voters' information on candidates in primaries, legislative apportionment, and local politics and leadership in European democracies.

Persons with research proposals are invited to submit contributions of from 150 to 1,500 words. Papers and inquiries may be submitted to Alfred de Grazia, 306 Nassau Street, Princeton, New Jersey.

Annual subscription rates for the new bimonthly are as follows: academic, \$2.00; educational institutions, \$3.00; and commercial, \$10.00.

#### *Absenteeism in New Hampshire Legislature Tallied*

In the course of New Hampshire's 1957 93-day legislative session, 258 of the 397 members of the lower house were absent a total of 2,844 man-days, according to the September *New Hampshire Taxpayer*. Sessions of the General Court were held three days a week. Less than 35 per cent of the total members had perfect attendance records while the balance were absent from daily sessions for periods from one to 85 days.

Thirty-five members were absent a total of 388 days because of illness; 26 amassed a total of 382 days of absenteeism for business reasons. The balance of

the delinquents offered no excuses for their absences of from one to 85 days, for a total of 2,074 days.

The 24 members of the State Senate missed only 40 man-days of the session. Twenty-six of those absences were because of illness. Unexplained absences of individual members of the Senate in no case, with one exception, exceeded two days.

### **Pennsylvania Provides Home Rule Charter Guide**

*A New Charter? A Guide to Act 399, the Optional Third Class City Charter Law*, by Sidney Wise (Bureau of Municipal Affairs, Department of Internal Affairs, Commonwealth of Pennsylvania, Harrisburg, 1957, 27 pages) shows how the 47 third class Pennsylvania cities may secure either the mayor-council plan or the council-manager plan. Enabling legislation passed this year makes it possible for cities in the "under 135,000" population class to take advantage of a 1922 home rule amendment, formerly non-self-executing so far as third class cities are concerned.

This pamphlet explains on a step-by-step basis the procedures to be followed in getting a new charter. It also analyzes the merits claimed by proponents of the optional charters which may be adopted under the act.

### **Compile Intergovernmental Cooperation Statutes**

*In Selected Areas of Intergovernmental Cooperation* (Harrisburg, Department of Internal Affairs, Commonwealth of Pennsylvania, August 1957, 46 pages) Sidney Wise has compiled the code provisions and statutes which permit interjurisdictional agreements among Pennsylvania cities, boroughs and townships. Under the laws cited in this publication, political subdivisions may contract with adjoining communities to undertake cooperatively services for their mutual benefit.

A grant of power, significantly placed first among the statutes permitting joint undertakings, is the general cooperation law. Under the statute, any two or more cities of the third class, boroughs, towns or townships, may join in the exercise of functions which each could do alone. Costs are allocated "on an equitable basis." Personnel may be hired jointly.

Statutes presented allow local jurisdictions to cooperate on such diverse matters as operating airports, writing county histories, operating sewage treatment works and erecting soldiers and sailors monuments.

### **Publish Transportation Conference Papers**

Six papers presented at a meeting of the Princeton University Conference, April 30 and May 1, 1957, have been printed in *Urban Development and Urban Transportation* (Princeton, New Jersey, Princeton University, 1957, 62 pages). Included are "Recent Trends in Urbanization" by Gerald Breese, "Urban Transportation" by Wilfred Owen, "Industrial Location Trends and Their Effect on Urban Areas" by B. Raymond Sayer, "Effects of Industrial Location Trends on Urban Transportation Facilities" by Earl E. Kearns, "Commercial Location Trends and Their Effect on Urban Areas" by Larry Smith and "Urban Transportation Tomorrow" by Frank W. Herring.

The papers consider the present state of urban development and urban transportation, factors conditioning the shifts taking place, and the prospects for orderly accommodation of urban transportation needs in the future.

### **Bill Drafting Manual Brought Up to Date**

The Kentucky Legislative Research Commission has published a second edition of its *Bill Drafting Manual for the* (Continued on page 550)

# Books in Review

## *Municipal Law*

MUNICIPAL LAW. By Charles S. Rhyne. Washington 6, D.C., National Institute of Municipal Law Officers, 1957. xxi, 1125 pp. \$22.50.

This is by far the most useful compendium of municipal law published in recent years. The author, who is one of the most experienced municipal attorneys in the country, has concentrated in a single volume the entire vast area of law relating to the complex problems of municipalities. The topics range from merry-go-rounds to metropolitan areas, from annexation to radio antennae, from home rule to the regulation of parking on private streets, and from taxation of turkey brooders to aesthetic considerations in zoning.

The text deals in detail with the basic law of municipal finance and taxation. It describes the manner in which, under the law, a municipality gets itself into debt and how it gets out. A multitude of contract law questions are succinctly dealt with and the growing body of special law arising out of the new areas of municipal endeavor—urban redevelopment, slum clearance, interurban agreements, city-federal aid and cooperation—is stated with maximum information and a minimum of obscure legal terminology.

For the busy municipal law officer, this volume is a highly useful desk book through the use of which he can answer the multitude of telephone requests for quick opinions which give many of his days a nightmarish quality. It is an indispensable reference book for the harassed municipal officials of small communities which cannot afford the services of a full-time legal staff. Finally, it provides an essential adjunct to the library of the political scientist who too often overlooks the actualities of the day-to-day government of municipalities and is little aware of the legal complexities under which they operate and the multitude of

activities in which they are engaged. A comprehensive index leads the user quickly to the material in which he is interested and abundant footnotes support the text with references providing an easy avenue to further detailed research.

As one who has engaged in the practice of municipal law for many years, the reviewer is only too well acquainted with the vast quantity of material which has been written on the law controlling municipalities. He remembers the early days when at the outset of examining into a question of municipal law, he was confronted with a veritable forest of legal encyclopedias, twenty-volume texts and special literature and invited to choose a means of approaching the problem. The value of the book which Charles S. Rhyne has prepared is that it provides at least a good starting place and in many cases an authoritative answer for almost any municipal law question.

Mr. Rhyne has brought to this text his vast and varied experience in the field of local government law. As general counsel to the National Institute of Municipal Law Officers he has seen almost every aspect of the work of those upon whose legal advice the municipalities depend. This stout volume represents twenty years of working life in the special field of municipal law. In preparing *Municipal Law*, Mr. Rhyne has performed a most useful and appreciated service to all interested in the law of municipalities.

W. BERNARD RICHLAND  
Law Department, New York City

## *Politics*

GOING INTO POLITICS. A Guide for Citizens. By Robert E. Merriam and Rachel M. Goetz. New York, Harper & Brothers, 1957. viii, 216 pp. \$2.50.

This volume, written under a grant by the Falk Foundation, begins with an authoritative narrative of Merriam's 1955

campaign for mayor of Chicago, an epic battle in an unwieldy constituency, constituting a valuable contribution to the slender literature of municipal politics but non-typical—there are only a score of such battlegrounds and still fewer such battles.

The rest of the book is a comprehensive catalogue of all the primitive things a beginner in politics is due to encounter if he enlists to make himself a part of the political process in the precinct and the party of his choice and attempts to throw his weight and become something more than a bewildered novice.

### *Municipal Government*

INTRODUCTION TO MUNICIPAL GOVERNMENT AND ADMINISTRATION. (Second Edition.) By Arthur W. Bromage. New York, Appleton-Century-Crofts, Inc., 1957. x, 579 pp. \$6.50.

This is a second edition of the author's 1950 work under the same title, which we warmly praised in these columns in May 1950. Although diminished by 110 pages, it is elaborated at important points to deal with recent events and trends.

Designed as a one-semester college text, it is nevertheless good reading for any citizen or editor who gets into urban affairs and looks for up-to-date orientation on city procedures as well as municipal structure.

R.S.C.

### *Urban Fringe*

THE URBAN-FRINE PROBLEM: SOLUTIONS UNDER MICHIGAN LAW. By Ralph T. Jans. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1957. 57 pp. \$1.50.

Rapid industrial growth and correspondingly rapid population development have combined in Michigan to produce some very acute urban fringe problems. Like most other states having such problems, state laws that have been designed from time to time to cope with them are

hopelessly scattered through many volumes of compiled laws and annotated statutes. Bringing these statutes together and explaining them in a clear and simple fashion is no easy task. But Mr. Jans has tackled the problem and come up with a thorough-going, easy-to-read handbook on solutions possible under Michigan law. His pamphlet will undoubtedly be widely used in Michigan and it may well serve as a model for similar publications in other states wrestling with urban fringe problems.

RALPH W. CONANT

## Additional Books and Pamphlets

### *Accounting*

PROCEEDINGS OF THE THIRD GOVERNMENTAL ACCOUNTING AND FINANCE INSTITUTE, April 29-30, 1957. Austin, University of Texas, Institute of Public Affairs, 1957. 60 pp.

### *Annexation*

NOTTINGHAM-TECUMSEH AREA ANNEXATION. Financial Considerations to the City of Syracuse. Syracuse, New York, Bureau of Municipal Research, 1957. 37 pp. Tables.

### *Code of Ethics*

A CODE OF ETHICS FOR STATE OFFICERS AND EMPLOYEES. A Report to the 55th Legislature. Austin, Texas Legislative Council, December 1956. 80 pp.

### *Construction*

CONSTRUCTION CODES. A Guide for Arkansas Cities. By John Voorhees. Fayetteville, University of Arkansas, City Planning Division, Bureau of State and Local Government, 1957. 18 pp.

### *Debt*

THE EFFECT OF RECENT DECISIONS OF THE UNITED STATES SUPREME COURT UPON STATE AND MUNICIPAL BONDS. By David M. Wood. (Address before the Municipal Forum of New York, April 26, 1957.) New York, the Forum, 1957.

11 pp. 50 cents. (Apply E. A. Mintkeski, The Port of New York Authority, 111 8th Avenue, New York 11.)

**MUNICIPAL BOND FUNDS—PROBLEMS AND POTENTIALS.** By Edward B. Burr. (Address before the Municipal Forum of New York, May 24, 1957.) New York, the Forum, 1957. 12 pp. (Apply E. A. Mintkeski, The Port of New York Authority, 111 8th Avenue, New York 11.)

**MUNICIPAL DEBT ADMINISTRATION IN A PERIOD OF RISING INTEREST RATES.** 51st Annual Conference Proceedings, Saint Paul, 1957. Chicago 37, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, August 1957. 60 pp. 50 cents.

#### *Directories*

**DIRECTORY OF MICHIGAN MUNICIPAL OFFICIALS 1957-1958.** Ann Arbor, Michigan Municipal League, 1957. 76 pp. \$3.50.

**DIRECTORY OF MINNESOTA MUNICIPAL OFFICIALS.** 833 Cities and Villages. Minneapolis 14, League of Minnesota Municipalities, 1957. 40 pp. \$5.00.

**MASSACHUSETTS MUNICIPAL MANUAL 1957.** Boston 15, Boston University, Bureau of Public Administration, 1957. 132 pp. \$10. (Apply Fred L. Tower Companies, 335 Forest Avenue, Portland, Maine.)

**UNITED STATES GOVERNMENT ORGANIZATION MANUAL 1957-58.** Revised as of June 1, 1957. Washington 25, D.C., General Services Administration, National Archives and Records Service, Federal Register Division, 1957. v, 778 pp. \$1.50. (Apply Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.)

#### *Industry*

**THE IMPACT OF INDUSTRY IN A SOUTHERN RURAL COUNTY.** Changes in Road Use, Travel Habits and Socio-Economic Characteristics in Charlotte County, Virginia, Five Years After the Establishment of a New Manufacturing Plant. Charlottesville, University of

Virginia, Bureau of Population and Economic Research, in cooperation with the Virginia Department of Highways, Division of Traffic and Planning, and the U.S. Bureau of Public Roads, 1956. 257 pp.

#### *Mental Health*

**HUMAN PROBLEMS OF A STATE MENTAL HOSPITAL.** A Penetrating Three-Year Study Showing How a State Mental Hospital's Social Organization can Hinder the Treatment of Mental Illness—with Recommended Changes to Overcome Disadvantages. By Ivan Belknap. New York, Blakiston Division, McGraw-Hill Book Company, 1956. xvi, 277 pp. \$5.50.

#### *Metropolitan Areas*

**CHANGING PROBLEMS AND LINES OF ATTACK.** Growth and the Problems of Government in the Metropolitan Areas of the U.S.A. By Luther Gulick. Washington, D.C., Governmental Affairs Institute, 1957. 33 pp.

**FISCAL ASPECTS OF METROPOLITAN REGIONAL DEVELOPMENT.** Princeton, New Jersey, Tax Institute, *Tax Policy*, June-July 1957. 16 pp. 50 cents.

#### *Municipal Government*

**ANNUAL REPORT,** Executive Secretary, Association of Washington Cities, 1956-1957. By Chester Biesen. Seattle 5, University of Washington, 1957. 22 pp. Illus.

**1957-58 CALENDAR OF DUTIES FOR CITY OFFICIALS.** Chapel Hill, University of North Carolina, Institute of Government, 1957. 12 pp.

**23RD ANNUAL CONVENTION, ASSOCIATION OF WASHINGTON CITIES.** Bellingham, June 6-7, 1957. Resumé; Statement of Policy 1957-1958; Special Resolutions; Registration, by City and by Position. Seattle 5, University of Washington, Bureau of Governmental Research and Services in cooperation with the Association of Washington Cities, July 1957. 24 pp.

#### *Salaries*

**COMPENSATION OF COUNTY OFFICIALS.** Revised Salary Schedules for Eight

ELECTIVE OFFICIALS IN 101 COUNTIES. Topeka, Kansas Legislative Council, Research Department, December 1956. 61 pp.

COUNTY SALARIES. Report to Ninety-Eighth Legislature. Augusta, Maine Legislative Research Committee, 1957. 85 pp.

IOWA MUNICIPAL SALARIES 1957. Iowa City, State University of Iowa, Institute of Public Affairs, in cooperation with the League of Iowa Municipalities, 1957. 31 pp.

#### School Districts

SCHOOL DISTRICT REORGANIZATION. Policies and Procedures. By C. O. Fitzwater. Washington, D.C., U.S. Department of Health, Education and Welfare, Office of Education, 1957. ix, 321 pp. \$1.75. (Apply U.S. Government Printing Office, Superintendent of Documents, Washington 25, D.C.)

WHAT IS A SCHOOL DISTRICT. Seattle, Washington State Research Council, 1957. 24 pp.

#### Special Assessments

SPECIAL ASSESSMENT FINANCING. Chicago, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, May 1957. 31 pp. 50 cents.

#### Streets and Highways

FINANCIAL PLANNING FOR AN EXPANDED HIGHWAY PROGRAM. By G. P. St. Clair and T. R. Todd. (Reprinted from Highway Research Board Proceedings, Vol. 35, 1956.) Washington, D.C., Department of Commerce, Bureau of Public Roads, 1956. 15 pp.

HIGHWAY LIGHTING. Washington 6, D.C., American Road Builders' Association, 1957. 11 pp. 50 cents.

A PROGRAM FOR TEXAS HIGHWAYS. A Report to the Texas Highway Commission. Austin, Texas Research League, 1957. 130 pp.

#### Surveys

SALINE COMMUNITY AREA. Economic

ANALYSIS OF LAND USE AND GOVERNMENTAL SERVICES. A Case Study. Ann Arbor, Michigan, Washtenaw County Planning Commission, 1956. 89 pp.

#### Taxation and Finance

ARE NEW RESIDENTIAL AREAS A TAX LIABILITY. The Financial Impact on the City of Annexing Subdivisions. A Report to the Greensboro City Council. By George H. Esser, Jr. Chapel Hill, University of North Carolina, Institute of Government, December 1956. 36 pp. \$1.00.

COMPENDIUM OF CITY GOVERNMENT FINANCES IN 1956. Washington, D.C., U.S. Department of Commerce, Bureau of the Census, 1957. vi, 147 pp. 75 cents. (Apply Superintendent of Documents, U.S. Government Printing Office, Washington 25, D.C.)

AN INVENTORY OF SPECIAL FUNDS WITHIN THE STATE TREASURY. A Report to the 55th Legislature. Austin, Texas Legislative Council, December 1956. 317 pp.

LOCAL TAX LEGISLATION IN 1955 AND 1956. Princeton, New Jersey, Tax Institute, *Tax Policy*, April-May 1957. 12 pp. 50 cents.

LOUISIANA STATE TAX HANDBOOK 1956. Baton Rouge, Public Affairs Research Council of Louisiana, 1956. 127 pp. \$1.00.

SURVEY OF FINANCES OF MUNICIPALITIES IN HARRIS COUNTY. 1956 Fiscal Year. Houston 2, Texas, Tax Research Association, 1957. 15 pp. Tables.

TAXATION FOR GROWTH. By J. Cameron Thomson. New York 22, Committee for Economic Development, 1957. 20 pp. 20 cents.

THE TAX BURDEN IN RELATION TO NATIONAL INCOME AND PRODUCT. New York 20, Tax Foundation, 1957. 24 pp.

TAX RATES IN VIRGINIA CITIES. A Compilation of Tax Rates and Service Charges Levied by Virginia Cities. By J. Walter Stoneham. Richmond 19, League of Virginia Municipalities, and Charlottesville, University of Virginia,

Bureau of Public Administration, 1957.  
27 pp.

#### **Textbooks**

CITY GOVERNMENT IN THE UNITED STATES. (Third Edition.) By Charles M. Kneier. New York, Harper & Brothers, 1957. vii, 611 pp. \$6.50.

GOVERNMENT IN AMERICA. Our Inherited Values. Our Expectations of Government. Our Political Instruments. Our National Instruments. Our State Instruments. Our Local Instruments. Our Obligations as Citizens. By Stephen K. Bailey, Howard D. Samuel, Sidney Baldwin. New York, Henry Holt and Company, 1957. ix, 587 pp. Illus. \$6.50.

#### **Traffic Safety**

A BLUEPRINT FOR EFFECTIVE LOCAL SAFETY ACTION. Chicago 11, Kiwanis International, International Committee on Public and Business Affairs, 1957. 16 pp.

FILMS. Catalog of Traffic Safety Motion Pictures. East Lansing, Michigan State University, Highway Traffic Safety Center and Audio-Visual Center, 1957. 27 pp.

#### **Transit**

METROPOLITAN RAPID TRANSIT SURVEY. Report of the Project Director to the Metropolitan Rapid Transit Commission. New York 6, The Commission, 1957. 52 pp.

#### **Trust Funds**

INVESTMENT POLICY OF MINNESOTA TRUST FUNDS. By Alek A. Rozental. Minneapolis, University of Minnesota, School of Business Administration, 1956. 105 pp.

### **RESEARCHER'S DIGEST**

(Continued from page 545)

Kentucky General Assembly (Frankfort, August 1957, 40 pages). Not concerned with the substance of legislation, it is intended to help the legislator become familiar with the form, style and language

of bills and resolutions and to consider them in relation to existing statutes and constitutional provisions.

#### **Alaska Legislative Council Assigned Tasks**

The Alaskan Legislative Council has been authorized to (1) investigate the authority of the territorial legislature to grant home rule to municipalities and (2) to study and propose a plan for reorganization of the administrative branch of the territorial government. The council is required to report on both at the next session of the legislature.

#### **With Tax, Research Agencies**

At its annual Conference in Chicago the Governmental Research Association elected the following officers for 1958: President, Richard A. Atkins, Syracuse Governmental Research Bureau; vice president, Val C. Mogensen, Bureau of Governmental Research, New Orleans; trustees, Alvin A. Burger, Texas Research League; Raymond A. Kimball, Colorado Public Expenditure Council; David H. Kurtzman, Western Division, Pennsylvania Economy League; John P. Reynolds, Wisconsin Taxpayers Alliance; Hubert W. Stone, Connecticut Public Expenditure Council.

The Tax Institute will hold a symposium on Income Tax Differentials November 21 and 22 at Princeton Inn, Princeton, New Jersey.

The Washington State Research Council summarizes trends in Washington school district reorganization in its September 12 *Journal*. From 1,323 districts in 1941, the number was reduced to 672 in 1946 and to 481 in 1957. Most school consolidations occurred during periods when reorganization decisions could follow favorable votes over the entire area concerned, and few when favorable approval was required in each district voting.

## Week's Show Celebrates Award

In a week-long celebration featuring a glittering night parade, a pageant "The Springfield Story," a Marine amphibious landing and many other events, Springfield, Missouri, reminded the world that it had been the proud recipient of a coveted All-America City Award earlier this year.

All of the eleven cities sharing top honors in the 1956 All-America Cities contest staged celebrations last January and February, but Springfield contented itself then with a banquet and planned "the real show" in September.

And a real show it was! An estimated 40,000 persons turned out the first night to witness an illuminated float parade, the kick-off event. The following day a local Marine unit staged a mock amphibious landing at nearby Lake Springfield. Monday was opening night for "The Springfield Story," a spectacular outdoor show with a cast of more than 600 persons, repeated each night for a week.

Other events included the selection of an All-America Celebration queen, fireworks displays, a quiz show, an old-fashioned street bazaar and special All-America Sales in local stores.

The All-America City Awards are jointly sponsored by the National Municipal League and *Look Magazine*. The awards are presented annually to eleven cities whose citizens have carried out a significant project of civic betterment. Springfield won an award in 1956 after its citizens improved the city charter and strengthened the administration.

### All-America Finalists

(Continued from page 498)

dent of the United States Junior Chamber of Commerce; Miss Hazel Palmer, president, National Federation of Business and Professional Women's Clubs;

Mrs. W. V. Magee, chairman, Department of Community Affairs, General Federation of Women's Clubs; Thomas R. Reid, director, Office of Civic Affairs, Ford Motor Company; Donald H. Webster, director, Bureau of Governmental Research and Services, University of Washington; and Arnold S. Zander, president, American Federation of State, County and Municipal Employees, AFL-CIO.

The contest, which originated at the League's St. Paul Conference in 1949, is co-sponsored by *Look*.

### Nominees Picked for League Offices

President Cecil Morgan and Vice Presidents John S. Linen and William Collins will be nominated for re-election at the meeting of National Municipal League members at 10 A.M. November 17, the opening day of the 63rd annual National Conference on Government at the Hotel Carter in Cleveland, it was announced recently by Frederick L. Bird, chairman of the Nominating Committee.

Other nominations which will be submitted at the annual meeting are:

For regional vice president—Jac Chambliss, Chattanooga; C. E. Commander, Jr., Jacksonville; Charles R. Diebold, Buffalo; B. M. Edwards, Columbia, South Carolina; Ben B. Ehrlichman, Seattle; Robert H. Fouke, San Francisco; John B. Gage, Kansas City, Missouri; Carl J. Gilbert, Boston; Barry Goldwater, Phoenix; Thomas Graham, Louisville; Lloyd Hale, Minneapolis; A. E. Johnson, Denver; Mark S. Matthews, Greenwich, Connecticut; J. Raburn Monroe, New Orleans; H. Bruce Palmer, Newark; Ed. P. Phillips, Richmond, Virginia; Thomas R. Reid, Dear-

(Continued on next page)

## **Bankers Assist on Revenue Model**

The Investment Bankers' Association has created a committee to cooperate with the National Municipal League in the preparation of a *Model Revenue Bond Law*, it was announced recently by Gordon Calvert, municipal director of the association.

O. S. Brewer, of Phelps, Fenn and Company, is chairman of the committee. Other members are Winthrop S. Curvin, of Smith, Barney and Company; William Morgan, of Blyth and Company, and George T. Ragsdale, of Lehman Brothers.

This committee, plus a subcommittee of the Municipal Section of the American Bar Association, and more than three score bankers, bond attorneys, public officials and financial consultants in all parts of the country currently are studying a tentative draft of the new model law which was prepared by Frank E. Curley of the law firm of Hawkins, Delafield and Wood.

The Bar Association's liaison subcommittee, which has been studying the project and advising the League for two years, consists of Joseph Guandolo, chairman, Ralph H. Gibbon and Russell McInnes.

The projected model will be one of a series on various phases of fiscal management and procedures prepared by the League's Committee on a Model Fiscal Program in cooperation with numerous specialists.

### **Nominees Picked**

(Continued from preceding page)

born, Michigan; Lee M. Sharrar, Houston; Charles P. Taft, Cincinnati; H. V. Watkins, Jackson, Mississippi; James

E. Webb, Oklahoma City; James C. Worthy, Chicago.

For members of Council, term expiring 1960—Arthur W. Bromage, Ann Arbor; W. Earl Bryson, Colorado Springs; L. P. Cunningham, Kansas City, Missouri; John C. Cornelius, Minneapolis; Philip C. Ebeling, Dayton; Earl Kribben, Chicago; Norris Nash, Oakland, California; and Harold S. Shefelman, Seattle.

### **Metropolitan Government**

In this issue, on page 528, the County and Township department appears under a new heading, "Metropolitan Government," in recognition of the fact that developments in the county field have tended increasingly to concern the problems of metropolitan areas. The department will continue to be edited by William N. Cassella, Jr., and Victor Jones, specialists on metropolitan problems.

### **Conference Set**

(Continued from page 497)

local government, citizen associations and citizen action, urban transportation, urban renewal, home rule, changing role of the city manager, municipal reporting, state constitutions, and youth and civic affairs.

City charter experts will hold their clinic, which has become an annual feature of the Conference. Other sessions will deal with election law reform, reapportionment of state legislatures and the merit system in public employment.

The National Association of Civic Secretaries and the Proportional Representation League will hold their annual meetings in connection with the Conference.

# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955) .....	\$ .20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three .....	1.00
County Manager Plan, 24 pages (1950) .....	.20
Forms of Municipal Government—How Have They Worked? 20 pages (1955) .....	.25
Facts About the Council-Manager Plan, 8 pages (1956) .....	.05
City Employees and the Manager Plan, 4 pages (1957) .....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1957) .....	.05
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953) (1955) .....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953) .....	.75

(The two pamphlets above may be purchased together for \$1.20)

## Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 173 pages (1941) .....	1.50
Model County and Municipal Bond Law, 54 pages (1953) .....	1.00
Model County Charter, 112 pages (1956) .....	1.50
Model Direct Primary Election System, 48 pages (1951) .....	1.00
Model Investment of State Funds Law, 23 pages (1954) .....	1.00
Model Real Property Tax Collection Law, 40 pages (1954) .....	1.00
Model State and Regional Planning Law (1955) .....	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 72 pages (1948) .....	1.00
Model State Medico-legal Investigative System, 39 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957) .....	1.00

## Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1956) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952) .....	3.50
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